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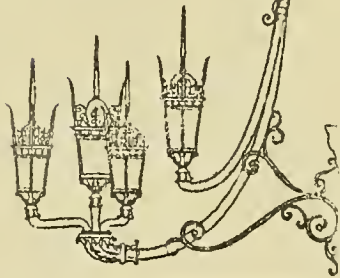
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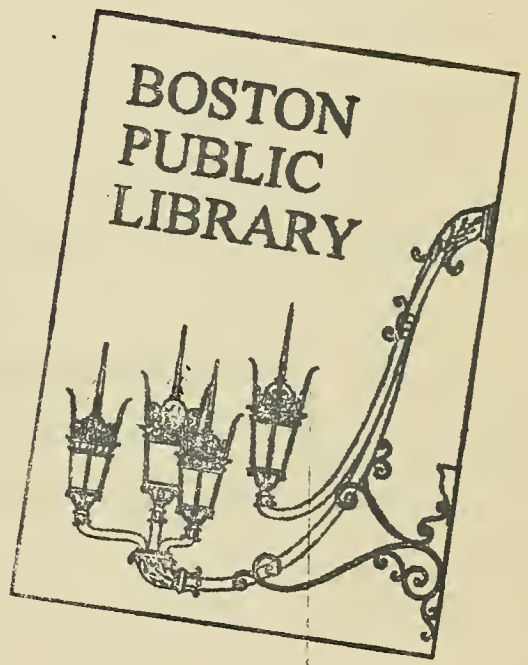
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AN EVALUATION OF THE LAND AND WATER  
CONSERVATION FUND PROGRAM

DRAFT REPORT

Marc



Land and Conservation Fund Workshop  
Department of City & Regional Planning  
Harvard University  
Kennedy School of Government  
April 29, 1981

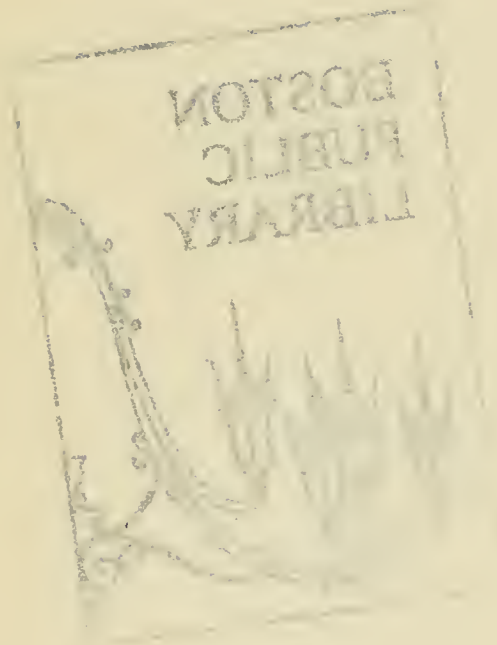


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## INTRODUCTION

In 1964, Congress, deciding that outdoor recreation is "necessary and desirable . . . to strengthen the health and vitality of the citizens of the United States," enacted legislation establishing the Land and Water Conservation Fund (LWCF). The purpose of the legislation is to "assist in preserving, developing, and assuring accessibility to all citizens" of outdoor recreation resources, by providing funds for planning, acquisition and development of needed land, water and recreation facilities (78 Stat. 897).

This report is the result of a three-month study by a workshop of five graduate students at Harvard's Kennedy School of Government. In this report, we evaluate the last 6 years of the LWCF program in Massachusetts to determine its impact on localities and on recreation availability; to see whether funding has been successfully distributed to assure the accessibility to all citizens; and to examine the outlook for future recreation development and acquisition in Massachusetts.

The LWCF program assists in the preserving and developing of recreation resources by providing a 50% reimbursement for costs incurred by the state or local governments in the planning, acquiring or developing of such resources. The Heritage Conservation and Recreation Service (HCRS) of the U.S. Department of the Interior administers the fund, which is supported by revenues from admission and user fees from the federal recreation areas, the sale of surplus real property, motor boat fuel taxes, and the sale of off-shore drilling leases. The statute provides for the equal apportionment of 2/5 of the funds among the states, while the remainder is apportioned on the basis of need.

The Secretary of the Interior will not, however, authorize the



distribution of funds to a state until the state has submitted a statewide comprehensive outdoor recreation plan (SCORP). The plan must contain: a designation of a state agency responsible for administering LWCF grants; an evaluation of the demand for and the supply of outdoor recreation resources and facilities in the state; and a program for the implementation of the plan.

In Massachusetts, the Office of Planning of the Department of Environmental Management (DEM) is responsible for the preparation of SCORP, while the Division of Conservation Services (DCS) of DEM administers the grant program. DCS is thus responsible for the review of local grant applications, as well as for the on-going administration of the grants once approved. To receive a grant, the locality must submit to DCS a comprehensive application, which must be approved by both DCS and HCRS. DCS uses a priority rating system to assess and rank proposed local projects.

We will focus our evaluation of the LWCF program on the administration of the state responsibilities and on the local planning issues resulting from the program. Specifically, our evaluation will be based on an examination of five issues. These include:

- o Whether the program has been effective in meeting state recreation needs;
- o whether program funding has been equitably distributed to cities and towns;
- o whether the local response to LWCF indicates problems with the management of the program;
- o whether the past patterns of financing recreation acquisition and development preclude continued growth, in light of Proposition 2-1/2 and the possibility of reduced federal funding; and



- o whether the LWCF program can be used to influence or advance local community development objectives.

This draft report consists of five sections. Each contains: a statement of one of the above issues and an explanation of its relevance to an evaluation of LWCF; a description of the methods used to examine each issue; our findings and conclusions; and, finally, a set of policy recommendations intended to rectify any problems identified in the examination of the issue. The final report will have an additional section. In that section, we intend to present and discuss our policy recommendations in the context of three scenarios:

- o recommendations for state action in the event that the federal government eliminates the LWCF program;
- o recommendations for state action if the federal government continues the program, but with reduced funding; and
- o recommendations for state action in the event that there are no changes on the federal level.

The scenarios will be based on the assumption that local governments will continue to be constrained by Proposition 2-1/2 in their ability to raise revenues by property taxation.

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# Section 1

---

## EFFICIENCY

### Introduction

The purpose of this section is to assess the effectiveness of the LWCF program in meeting Massachusetts' recreation needs. This assessment is based on a review of the project files for the 114 city, MDC, and county projects funded since 1975. To judge the effectiveness of the LWCF program, we analyzed the types of activities funded by LWCF and the geographic distribution of the projects. We also examined land acquisition projects for activities provided and regional location.

### Method

The analysis compares the tabulated activity and locational results against 3 different effectiveness standards:

- o the program goals outlined in the State Comprehensive Outdoor Recreation Plan (SCORP); and
- o the needs analysis of SCORP; and
- o a survey of town open space and recreation plans.

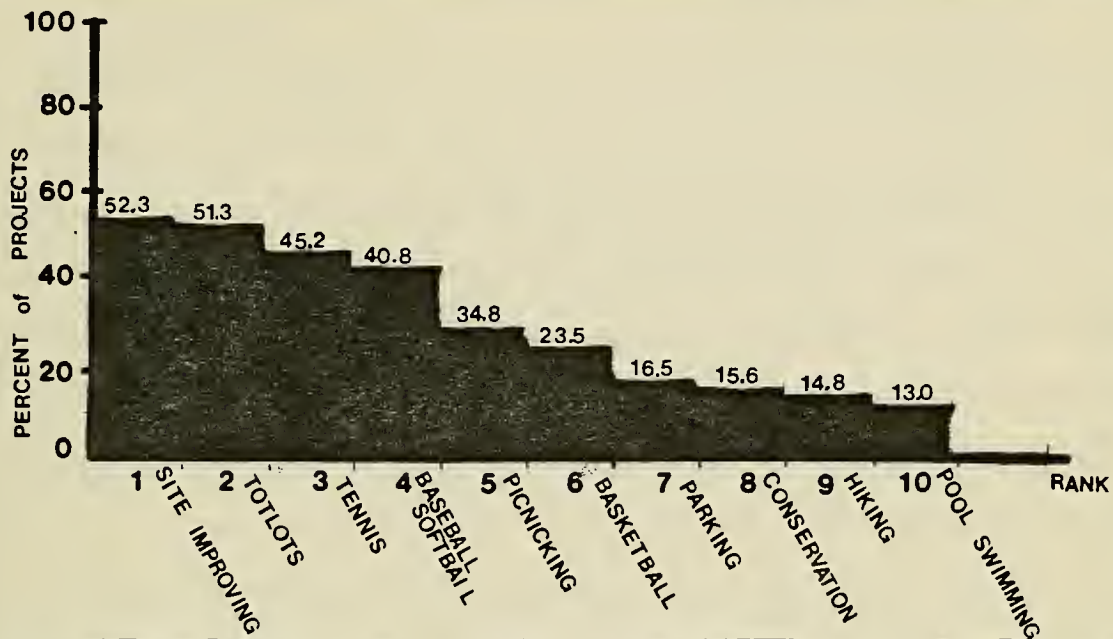
### Data

Graph 1 shows the 10 most common activities occurring in LWCF projects. Since most LWCF projects included more than one type of activity, the percentages for all activities sum to more than 100%. Overall, 27 different activity types, from baseball diamonds to campgrounds, were identified. (For a complete list and activity definitions, see Appendix 1.) Graph 1 clearly shows that more than one-half of the projects used LWCF money to provide "site improvements." The specific improvements were support facilities for the project activities,





GRAPH 1



**POPULAR USES  
of LWCF MONEY - ALL REGIONS**

and include:

- o benches/bleachers;
- o lighting equipment;
- o walkways (paving and installation);
- o landscaping (planting, grading and design);
- o drainage work; and
- o piers and seawalls for waterfront projects.

It is interesting to note that only one case mentioned the construction of handicapped accessibility as an improvement.

The most popular items funded by Land and Water money are playlots and playground equipment. After these, other uses of LWCF money included



the following items:

- o baseball fields
- o tennis courts
- o parking facilities
- o swimming pools

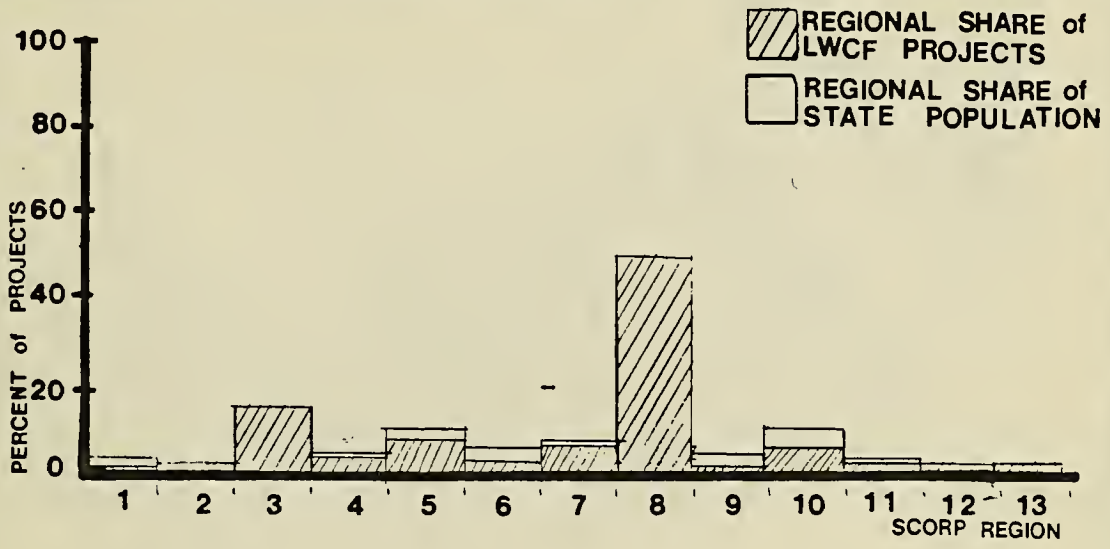
There were of course several other activities programmed for LWCF projects. Among the more unusual are demonstration farms (the focus of 2 projects) and urban waterfront parks (5 projects). LWCF money also provided horseshoe pits (included in 4 projects) and shuffleboard courts (part of 7 projects). Sixteen percent of the projects involved protection of conservation land. On the whole, LWCF funded projects tended to be urban oriented, and usually included facilities for organized recreation activities, playlots, and picnicking.

It is also useful to examine the geographic distribution of projects and activities. *Graph 2* gives the project distribution among the 13 SCORP planning regions. The regions are mapped in figure 1. Clearly the Boston Metropolitan region (Region VIII) has been the main beneficiary of the program, with more than 57% of the projects. The Springfield area (Region III) has also done well by this measure. The far northwestern western, and southeastern sections of the state have received the fewest projects. To help put these results in perspective, *Graph 2* also shows the regional population distribution.

An alternative measure of the geographic distribution of projects is the regional share of LWCF money since 1975. *GRAPH 3* shows these data, and also provides the population distribution for comparison. The most striking comparison between the two *graphs* is found in the Boston region (Region VIII) projects, which accounted for 57% of all

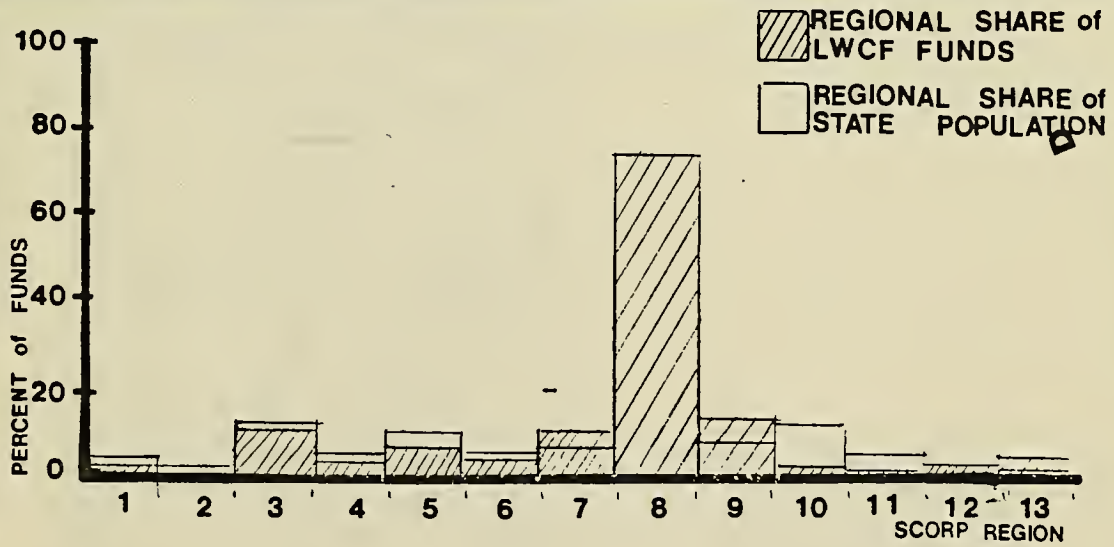


GRAPH 2



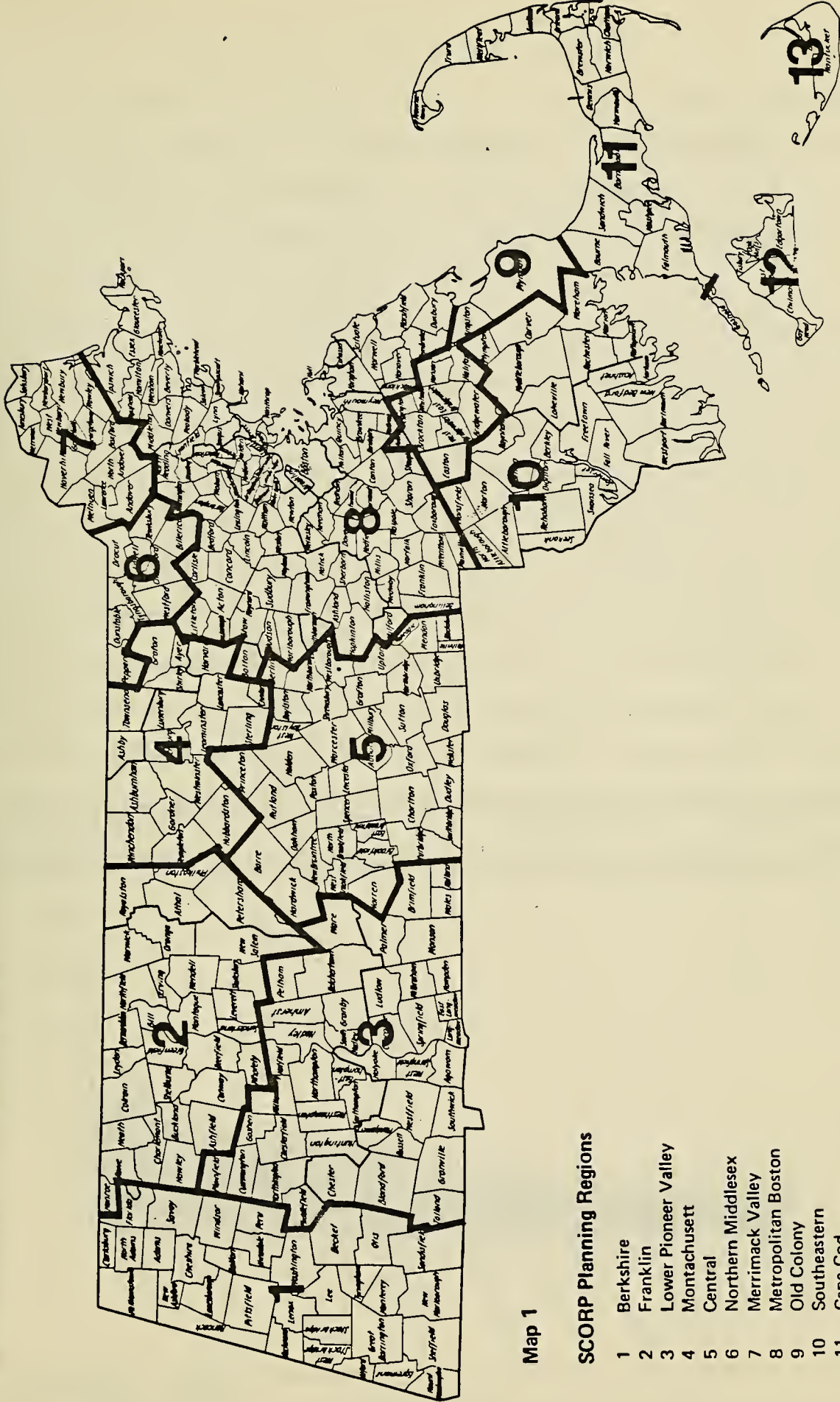
LWCF PROJECTS by SCORP REGION

GRAPH 3



LWCF FUNDS by SCORP REGION





Map 1

SCORP Planning Regions

- 1 Berkshire
- 2 Franklin
- 3 Lower Pioneer Valley
- 4 Montachusett
- 5 Central
- 6 Northern Middlesex
- 7 Merrimack Valley
- 8 Metropolitan Boston
- 9 Old Colony
- 10 Southeastern
- 11 Cape Cod
- 12 Martha's Vineyard
- 13 Nantucket

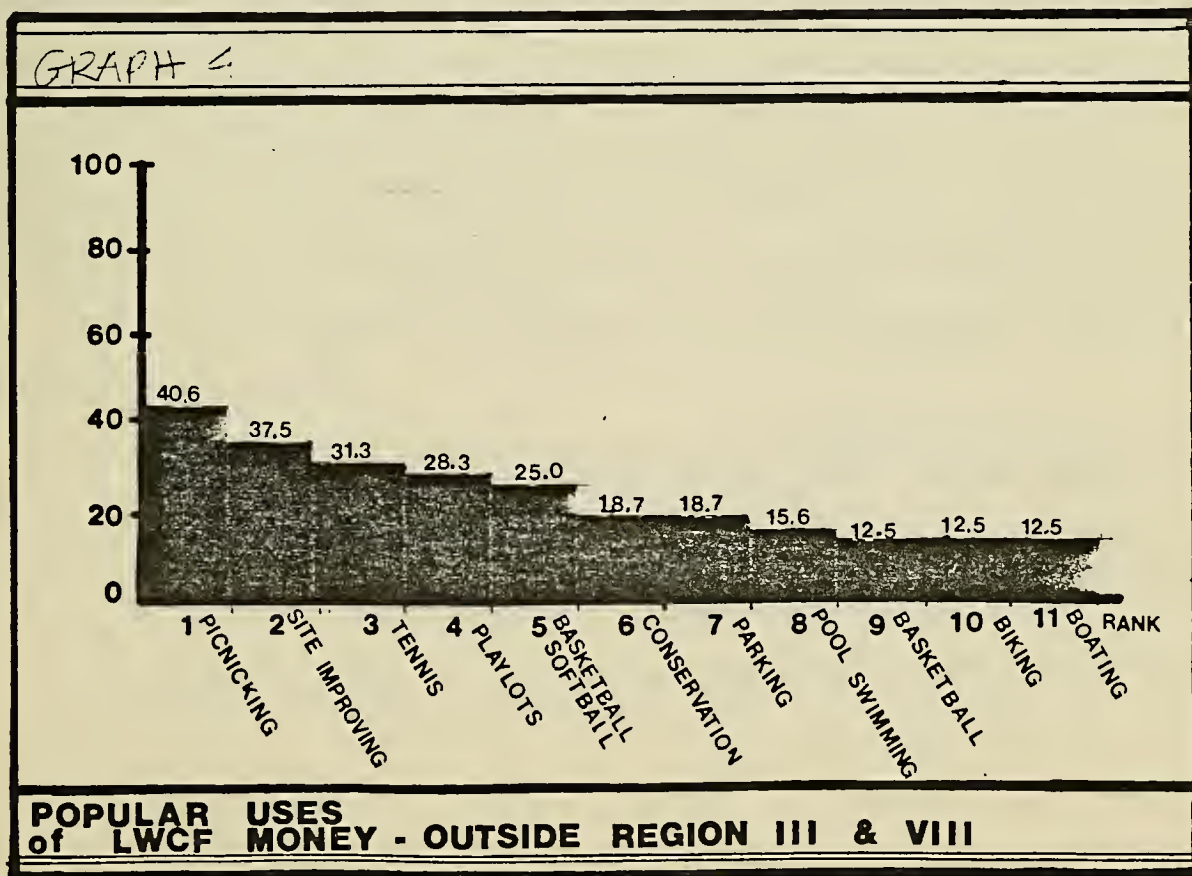
Figure 1 S





projects, yet consumed more than 70% of the funds. Similar, but less dramatic increases in funding shares over project shares occurred in regions VII and IX. The differences are attributable to both more ambitious projects, especially in the city of Boston, and to higher acquisition and development costs in the eastern part of the state, where all three regions lie.

Examining the distribution of activities provided by the LWCF projects shows that the Boston region has more of every type of activity (see appendix 2). This is not surprising, given its large share of the projects. The type of activities funded, though, appears relatively uniform throughout the state. Analyzing the 32 projects not located in the more urbanized Boston and Springfield regions shows little change in the top 10 activities. Although picnicking and tennis rank higher for these regions, the basic group of activities remains unchanged. The activity list still consists of facilities oriented towards urban and organized recreation, as shown by GRAPH 4. This result suggests





that the more urban sections of these largely rural regions receive LWCF funding.

### Findings

The above data can be used in two ways to help measure the effectiveness of the LWCF program: (1) to help gauge how well the program has met established goals, and (2) to assess what impact the program has had on overall demand. The first measure uses those policies outlined in SCORP that suggest targeting LWCF money for different purposes. For the second measure--impact on overall demand--the ideal method would compare the data discussed above against the results of a demand or users survey. Since this was not possible, two other standards are used: first, the SCORP needs study, and second, a survey of the needs expressed in a sample of town open space plans. Each of these three measures--the SCORP policies, the SCORP needs analysis, and the town plans--is thus considered a performance standard. None of these standards are absolute measures, however, and contain biases of their own. These biases will be discussed below. The important point is that the assessments in each case will vary with the perspective.

The SCORP recreation policies, the first standard, identify five uses for LWCF money:

- o The first and highest priority for LWCF money is for "local urban park and conservation acquisition, development, or rehabilitation efforts" (SCORP p. );
- o Regional parks which help meet "critical recreation needs of urban and metropolitan residents" (SCORP p. );
- o Projects which "induce or enhance . . . investments in urban core communities" (SCORP p. );



- o Projects which "protect unique diverse and endangered natural and cultural areas" (SCORP p. ); and
- o "Open space acquisition proposals in high growth areas" (SCORP p. ).

The brief statements above indicate that a major goal for Land and Water funds is the assistance of urban recreation. Thus, one effectiveness standard is how well LWCF money has been directed towards urban areas. Clearly the above data indicate a strong effort has been made to channel funds to the more urbanized regions of the state. In fact, 78% of the state's designated urban areas have been funded since 1975. Provided that the set of most frequent project activities (Graph 1) conforms to the desired concept of "urban recreation," this aspect of policy 1 in particular and the other policies in general

TABLE 1	
SCORP Activity	LWCF Activity
Bicycling	Bicycling
Motor Boating	Boating
Sailing/Canoing	Boating
Trailer Camping	Camping
Camping (Site)	Camping
Fishing	Fishing
Golf	Golf
Hiking	Hiking
Nature Walking	Hiking
Horseback Riding	Horseback Riding
Ice Skating	Ice Skating
Picnicking	Picnicking
Cross Country Skiing	Cross Country Skiing
Pool Swimming	Pool Swimming
Swimming (Non Pool)	Swimming (Non Pool)
Tennis	Tennis
Cross Country Motorbiking	None
Shooting/Archery	None
Downhill Skiing	None
Snowmobiling	None

**SCORP and LWCF RECREATION ACTIVITIES**



appear to have been followed as well.

One possible criticism, based on the regional project distributions presented in Graph 2, is that projects have been too highly concentrated in the Boston and Springfield regions. In other words, urban or high growth populations in other regions may have been neglected in favor of those in regions VIII and III. To control for population, Table compares the distributions of urban areas and high growth areas (as defined in SCORP) with regional project shares. Also, to give some indication of the program's overall regional impact, Table shows the regional averages of population to projects.

The data in Table 2 show that the concentration of projects in the Boston region is generally warranted by this standard. The

**TABLE 2**

<b>REGION</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>	<b>8</b>	<b>9</b>	<b>10</b>	<b>11</b>	<b>12</b>	<b>13</b>	<b>STATE TOTAL</b>
<b>% of Projects</b>	.9	0	14.8	1.7	6.1	1.7	6.1	57.4	2.6	5.2	17	.9	.9	100
<b>Number of Urban Areas</b>	2	0	4	2	1	1	4	25	1	4	0	0	0	44
<b>Number of High Growth Areas</b>	0	0	4	2	6	5	4	19	4	8	5	0	0	57
<b>Population/Project</b>	149	0	35	91	65	115	38	45	77	83	63	8	6	51
Urban Areas - Towns with populations of more than 35,000 High Growth Areas - Towns whose populations has increased by 10% or more between 1960-1975.														
<b>COMPARISON of PROJECT DISTRIBUTION with REGION DISTRIBUTION - URBAN and HIGH GROWTH AREAS</b>														





appropriateness of the allocations to other regions is less certain. The data suggest a need for a more balanced distribution among the non-Boston regions. The possible shortfall is most apparent in Region X, Southeastern Massachusetts, which has as many urban areas as region III but substantially fewer projects and a much higher ratio of regional population to projects. This conclusion is strengthened if growth areas are also considered. Furthermore, if the distribution of projects does not change over time and if the high growth areas mature into urban areas, region X will have the second highest number of urban areas in the state.

Of course final project selection and the distribution of LWCF grants depend greatly on the number of proposals submitted, site availability or desirability, as well as demographic and equity factors (see the Equity section of this study). Any of these factors may justify any apparent shortcomings of the current distribution; however, the data suggest that the present distribution cannot be defended solely on the grounds of serving urban populations.

The lower priority of SCORP policy 2, which favors regional parks and activity fulfillment, is apparent from the large number of local compared to state or MDC projects (109 to 12). Although some local projects do help meet regional needs, the focus of most local projects is on playlots and ballfields, which primarily serve local users. Unfortunately, no data were developed on an important aspect of this policy--the accessibility of the regional facilities which were funded.

The remaining policy objectives, enhancement of urban investments and protection of cultural or national areas (policies 3 and 5), are of even lower priority and this is reflected in the project activity



distribution. For example, only the five waterfront park projects and the 18 conservation projects meet these SCORP policies. Beyond reciting these statistics, it is difficult to determine the adequacy of these particular levels. The state, for instance, could have slightly decreased the number of urban recreation parks in favor of more conservation projects without altering their overall ranking or violating any policy priorities. It should also be noted that no projects were focused around protection of cultural resources, as discussed in policy 5. On the whole, though, SCORP policy goals appear to have been satisfied.

The next standard, the SCORP Needs analysis, helps assess the program's effectiveness in meeting overall recreation demand. We recognize that the SCORP needs analysis is not used explicitly for project selection. Its use, however, as a standard in this study is justified on three grounds: first, the SCORP analysis is the only current, comprehensive study of Massachusetts recreation demand; second, it is occasionally used by towns to develop and justify project proposals; third, SCORP policy does give priority to projects meeting critical regional needs--presumably those identified in the SCORP needs analysis.

To evaluate the LWCF projects by this measure, it is first necessary to identify those activities that are funded with LWCF grants and assessed by the needs study. This set of activities is shown in Table . Briefly, four SCORP activities received no LWCF funding at all: cross country motor biking, shooting and archery, downhill skiing, and snowmobiling. Further, in three cases one LWCF activity category combines two SCORP activities. These cases are: boating (LWCF) includes motorboating, sailing, and canoeing; camping (LWCF) combines trailer and site camping;



and hiking (LWCF) includes nature walking. The resulting list thus contains 13 activities.

Table 3 shows the critical regional facility needs identified by SCORP (Table 49, p. 73), for the "intersecting" LWCF activities.

SEE FACING PAGE FOR TABLE 3

Of the 17 critical regional needs identified in the table, Land and Water money has been used for 7. Region VIII has received help for the greatest number of critical activities: golfing, ice skating, picnicking, and pool swimming. The most commonly addressed critical activities were hiking and picnicking (twice each). Although we collected data only on the number of projects concerned with an activity, and not the specific quantities of facilities (such as the number of tennis courts), it does not appear that the '78-'80 LWCF projects alone could



TABLE 3

Region	1	2	3	4	5	6	7	8	9	10	11	12	13	Total
Biking			1	1				3	1	1	1			8
Boating			3				1	5		1	1	1	1	12
Camping	*		2		1*						*			2
Fishing			2							1				3
Golfing	*				2			2*			*			4
Hiking	*		4*					10	1	1*	1			17
Horseback			2							1	*			3
Ice Skating			1	1				5*						7
Picnicking			8	2	1	1	2	19	2	2	2	1		40
X-Country Skiing	*	*			1			1						2
Pool Swimming			4		2	1		*6			2			15
Non Pool			1		1		1	3				1		6
Tennis			8	2	2	1	3	34	2			*		52

\*Identified critical facility need for region by SCORP Table 49, p.73.

0 Activity for which regional capacity exceeds 100% of demand from SCORP Table 42, p.66.

COMPARISON of LWCF PROJECT ACTIVITIES WITH REGIONAL NEEDS





have made up the total shortfall in any critical need area. This conclusion is based on review of SCORP Table 43, "Facilities Needed to Meet Demand in 1977," (p. 67) and the number of LWCF projects funded in each instance.

At the other extreme, we found LWCF projects that developed or supported activities in areas where regional facilities exceed demand. Review of these projects, though, shows that these activities are often "by-products" of supplying other needed activities. For example, golf courses are frequently cited as supplying cross country skiing as well.

As a check on the SCORP results and as an alternate measure of recreation demand, we also conducted a small survey of town open space and recreation plans. Fifteen plans were examined, nine from towns which had not received Land and Water funds and six which had, during the 1975 to 1980 period. The activities identified in the "Needs Analysis" sections of the plans were tabulated to determine the most needed (or requested) activities. Table 4 shows the results for all

TABLE 4

Town Plan Activity Needs Tabulated Top 6

Funded Towns Needs		Non-Funded Towns		Combined	
Activity	% of Towns	Activity	% of Towns	Activity	% of towns
Conservation	83	Conservation	100	Conservation	93
Basketball	67	Swimming	56	Swimming	53
Tennis	67	Bicycling	44	Bicycling	47
Swimming	50	Tennis	33	Tennis	47
Boating	50	Playlots	33	Basketball	40
Bicycling	50	Site Improve- ments	33	Boating	33
Baseball	50				
N 6		N 9		N 15	

TOWN PLAN ACTIVITY NEEDS



15 plans, broken down by funded and non-funded towns.

The needs identified in the open space plans do not vary greatly from the activities of funded LWCF projects, although the ranking is somewhat different. Clearly the biggest difference between Table 3 and Table 4 is the importance of conservation in the town plans: 14 out of 15 plans mentioned such a need, including five out of six of the funded towns. By contrast, only 15% of the LWCF projects involved conservation. Much of this difference can be explained by the state's requirement for the plans to have an open space component, which most likely encourages the development of "conservation needs." And, on the funding side, SCORP policies for Land and Water money strongly support urban uses. It should also be noted that the nonfunded towns tend to view "conservation" or "open space" land as means to control town growth.

Besides conservation, the other major difference occurs for "swimming" and "bicycling"--about 50% of the town plans saw a need for expanded swimming and bicycling facilities, while for the LWCF projects these activities ranked no higher than 10th. Also, only 1 of the town plans mentioned the need for playlots or site improvements, the two highest ranking LWCF activities. Arguing for the end of funding to such activities is, of course, unjustified on the basis of this small survey; however, it does point out the need for a comparison of the town's needs with the services planned in a project proposal.

The separated distributions reveal some other interesting points.

1. The non-funded towns appear less interested in non-conservation activities than the funded towns.

The share of nonfunded towns "needing" other recreation activities



was generally less than 40%, while 50% or more of the funded towns needed alternate activities. This reflects the more varied "menu" of needs for the funded towns, which are also generally larger.

2. The funded towns appeared more interested in organized, active recreation types, such as basketball, tennis, and baseball.

The plans for the funded towns may also be used to judge the projects which occurred in those towns. These six towns had a total of 7 projects since 1975. The review shows a reasonable match between needs expressed in the plan and the projects' activities. Most projects, though, did include activities not mentioned in the town plan, especially renovation work. In one case a town purchased a golf course without any identified need in the town plan. The project did meet a SCORP designated critical regional need, however, and the project was funded.

### Conclusions

1. The above analysis first suggests that the LWCF program is being administered generally in accordance with the applicable SCORP policies. Although it is difficult to ascertain if the correct magnitudes of activities are being funded, the frequency of certain activities appears to have achieved the ranking desired by policy priorities. Thus urban areas are being well served by the LWCF program.

2. Second, LWCF projects do appear to be making a contribution to satisfying critical regional needs, although this contribution is not as great as it might be if policies were reordered. LWCF does not seem to be working at cross purposes to the goals indicated by the critical needs study.

3. Third, LWCF projects as a whole are providing the types of activities identified as needs in the town plans. The popularity of a funded



activity, though, may be much greater or smaller than indicated by an overall review of needs expressed by town plans.

### Recommendations

1. The shortcomings of the program's standards discussed above indicate that DEM should incorporate the following revisions in Massachusetts' SCORP. These changes would aid in more effective allocation of activities to users.

- o Since urban recreation is the focus of numerous SCORP policies and is supposed to receive a large share of LWCF monies, the activities involved should be more clearly defined. If possible, some attempt should also be made to assess the need for the activities ultimately defined as "urban." If such activities do not lend themselves to the full SCORP needs assessment methodology, then facility density standards, such as playlots/1000 persons, should at least be established.
- o The SCORP needs analysis should be expanded to include the activities which LWCF has most frequently funded, such as baseball and basketball facilities.
- o Since a significant proportion of LWCF money goes to renovating existing recreational facilities rather than developing new ones, DEM ought to establish the priority of each function. The main issue here is when DEM should fund the upgrading of facilities serving current users, and when to fund new facilities that would accommodate new users. Because our study does not explicitly provide data as to which function should be favored, this should be a topic for further research.
- o Towns, because they do undertake major renovations with LWCF money, should be required to include such projects in their open space and recreation plans.

2. Greater consideration should be given to funding projects in the far western section of the state (SCORP Region I).

This area should receive funding because of the small number of projects it has received (1 since 1975) and because none of its four identified critical needs were addressed by that LWCF project.





These criteria also argue for more projects in the Cape Cod area (see Table 2). (see Table 2).

3. Based on the review of town plans, acquisition of conservation land appears to be a common need, and a greater effort should be made to use Land and Water money for this end.

In urban areas, such parks could be devoted to passive recreation and improved only with benches and walkways. In more rural regions, consideration should be given to projects which can expand trail systems. Trail system uses include hiking, nature walking, horseback riding, cross country skiing, and jogging.

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# Section 2

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## EQUITY

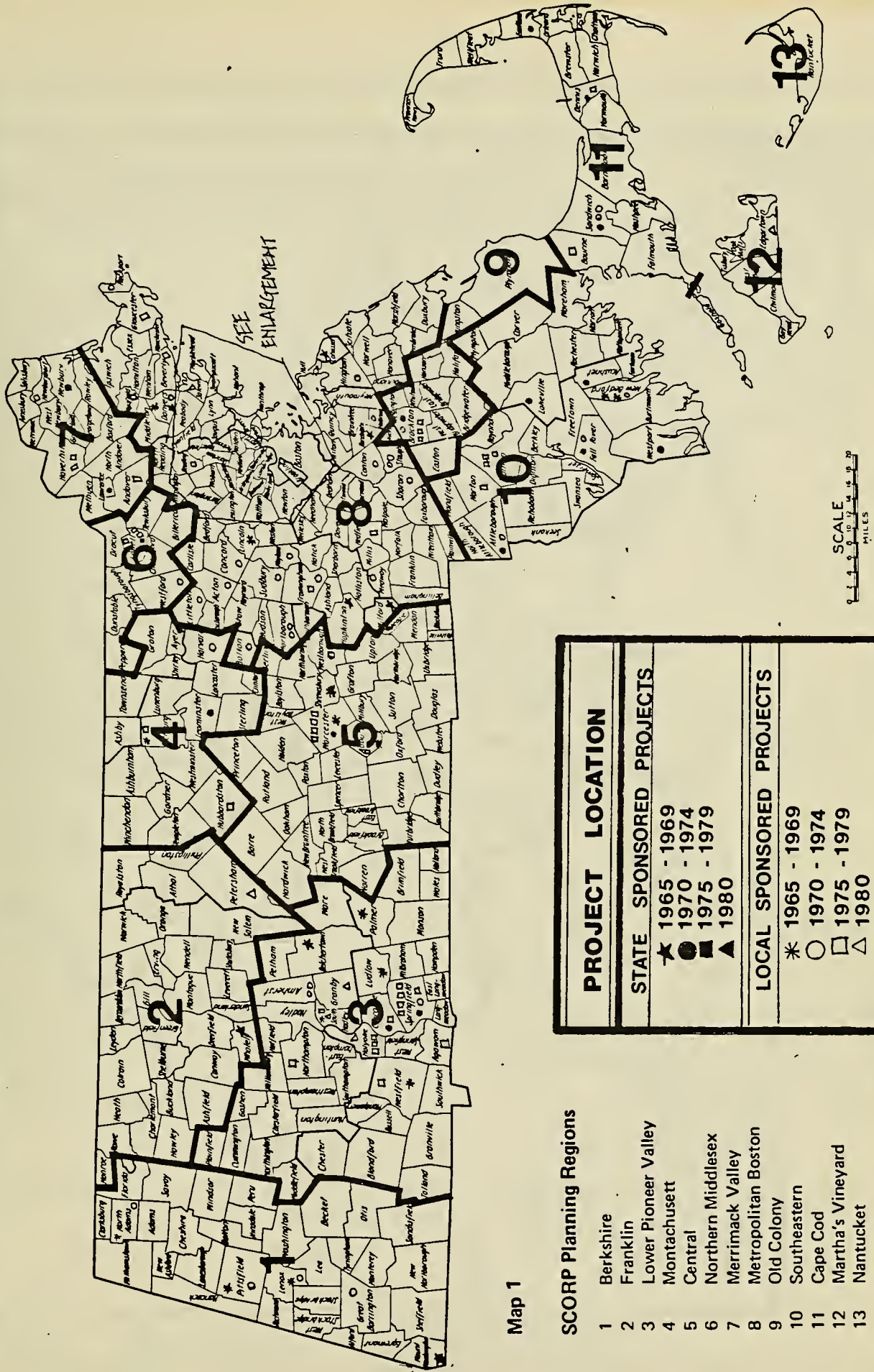
### INTRODUCTION

Since 1975, fifty-three different Massachusetts cities and towns, or 15% of the total, have received almost \$29 million in LWCF program funding. One hundred and fourteen projects have provided over three million people in these cities and towns with new and upgraded recreational facilities and open space. LWCF disbursements alone total \$9.22 per capita in funded cities and towns. These have been supplemented by additional local, state, federal and private sources which bring the total project benefits to \$21.49 per capita in funded cities and towns.

While the type and location of projects within cities and towns is primarily a local prerogative, the distribution of dollars among cities and towns is a decision of the state. *See Figures 2 and 3 for project location.* This section examines the equity or fairness of the state funding decisions. Specifically, we are evaluating the spatial distribution of dollars and the characteristics of the populations served by the funded recreational project. The characteristics chosen to measure equity identify classes or groups which have been historically discriminated against or favored on the basis of income, race or need. The characteristics selected are:

- o median income, per cent of households below poverty level, and equalized valuation per capita as measures of ability to pay;
- o the percent of the population which is of a minority group as a measure of race and possible discrimination or favoring; and
- o population density as a measure of the relative need of an urban area for increased recreation opportunities and open space.





Map 1

SCORP Planning Regions

- 1 Berkshire
- 2 Franklin
- 3 Lower Pioneer Valley
- 4 Montachusett
- 5 Central
- 6 Northern Middlesex
- 7 Merrimack Valley
- 8 Metropolitan Boston
- 9 Old Colony
- 10 Southeastern
- 11 Cape Cod
- 12 Martha's Vineyard
- 13 Nantucket

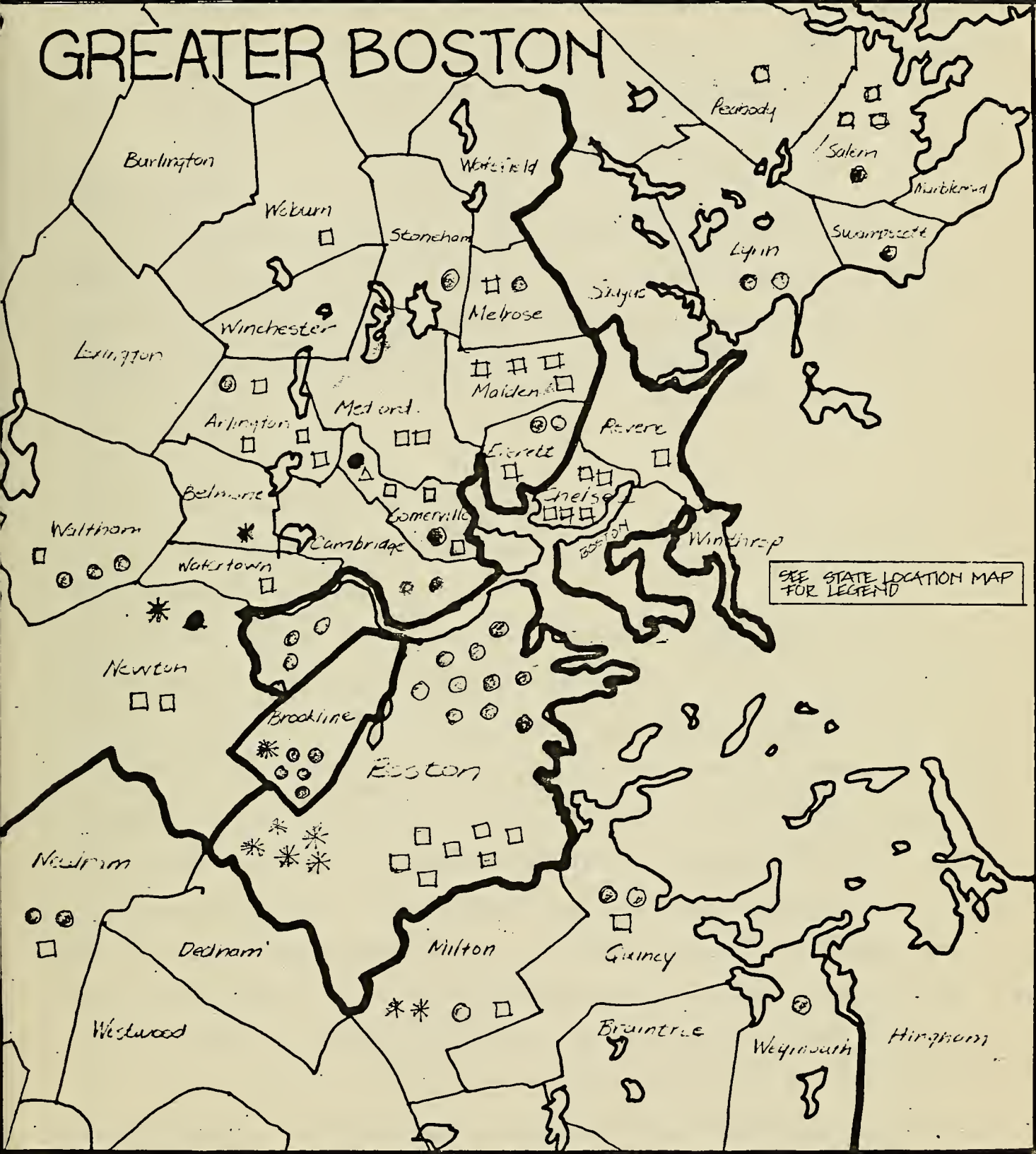
PROJECT LOCATION	
★	STATE SPONSORED PROJECTS
★	1965 - 1969
●	1970 - 1974
■	1975 - 1979
▲	1980
LOCAL SPONSORED PROJECTS	
*	1965 - 1969
○	1970 - 1974
□	1975 - 1979
△	1980

Figure 2 PROJECT LOCATIONS



FIGURE 3

# GREATER BOSTON



SEE STATE LOCATION MAP FOR LEGEND

PROJECT LOCATION - BOSTON AREA





These five measures, herein referred to as equity measures, identify the qualities of a city or town which may place it in greater relative need or distinguish it from competing cities and towns.

### Methodology

The qualities of the total Massachusetts population offer us guidelines against which to compare the LWCF distribution of funds. We have described the total Massachusetts population on the basis of each of the following five equity measures:

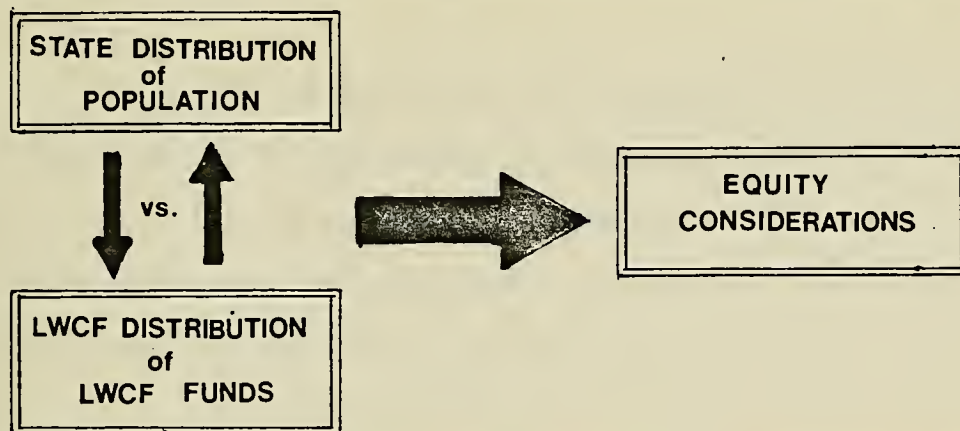
- o density
- o median income
- o percent below poverty level
- o equalized valuation per capita
- o percent minority.

For instance, 22 percent of the Massachusetts population lives in cities and towns with 0-800 persons per square mile, while 42% live in cities and towns with more than 4001 persons per square mile.

We then distributed the population of cities and towns receiving LWCF dollars into identical classes, as well as the number of funded cities and towns and the percentages of dollars that have been allocated to cities and towns in each class. Finally, we compared these distributions to the state distribution of population, and the comparison of these three sets of distributions forms the basis of our equity analysis. We supplement this analysis with several statistical tests of the relationship between funding and these equity measures. Figure 4 illustrates the process which will be used for evaluating equity.



FIGURE 4.



## EQUITY METHODOLOGY

Several policy statements or standards guide our judgment of the fairness of these distributions. They are:

1. Density provides a standard with which to measure a goal identified in SCORP.

"The Commonwealth recognizes that important local needs exist for acquisition development and restoration of urban park and conservation lands" (SCORP, p. 77). Additionally, the LWCF rating system is "weighted to favor municipalities with high population concentrations and therefore greater need for open space" (SCORP, p. 160). Stated policy sets "high priority funding assistance for local conservation, recreation projects meeting urban needs" (SCORP, p. 10; emphasis ours). Using these state policies as guidelines, we compared the distribution of state population in each density class with the distribution of LWCF dollars to the same density classes. A priori, we should expect that the goal to favor denser areas (i.e., those with greater needs) will be met when LWCF funding is skewed to denser cities and towns, and when the funding skewness exceeds the skewness of the Massachusetts distribution of



population.

2. The measures of median income, equalized valuation per capita, and percent below poverty level are proxies for the cities' and towns' ability to pay for recreation facilities.

These measures identify populations that are otherwise unable to have access to facilities due to financial need. An individual's ability to pay for recreational facilities is incorporated in the measure of median income. The equalized valuation per capita allows LWCF dollars to be targeted to cities and towns with lower revenue potential from property taxes and thus a lower ability to pay for similar facilities. The measure of percent below poverty level similarly allows us to analyze the LWCF dollar distribution in terms of a locality's need. The standard for judging the results of the LWCF dollar allocation and the recipient population distribution is identified in SCORP. Stated as a continued planning objective is the "development of programs to improve access for special need groups (urban minority, low income, elderly, etc.) to recreation facilities" (SCORP, p. 10).

3. Finally, the measure of percent of the population characterized as a minority captures the essence of Title Six of the Civil Rights Act of 1964.

This act prohibits discrimination under any program or activity receiving federal financial assistance on the grounds of race, color, or national origin.\*

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\* Similar in intent is state policy. The Governor's Code of Fair Practices (Executive Order no. 74, as amended by no. 116) requires that state agencies disbursing financial assistance require recipient agencies to undertake affirmative action programs designed to eliminate patterns and practices of discrimination due to race, color, sex or national origin and to remedy the effects of underutilization of minorities and women (SCORP, p. 164).



By comparing the LWCF program funding patterns with the state distributions, we are able to describe features of the LWCF distribution of funds. We then construct several conditional statements to answer the question "has the distribution been fair?" in light of the equity goals in state and federal policy, or other notions of fairness as stated above. Through these findings, we offer several policy recommendations for the continuation and the enhancement of an equitable distribution of funds.

## Findings and Conclusions

### Density

Analysis of the distribution of LWCF dollars from 1965 to 1980 illustrates the shift in funding emphasis to higher density areas (see TABLE 5 ). Between 1965-1969 the highest density cities and towns (those with greater than 4001 persons per square mile) received 37.7% of the total funding to localities. During the 1970 to 1974 period, this proportion jumped to 52.3% of the funding over these respective years. From 1975 to 1979 and in 1980 alone, high density cities and towns received almost 79% of the total funding to cities and towns (see Figure 23 for location of funded projects).

These data document effective targeting of LWCF dollars to urban areas of high population densities. This finding is consistent with and substantiates the SCORP policy to direct funds to urban areas.

GRAPH 5 presents the distribution of Massachusetts population by density class. Comparing the distribution of LWCF dollars with





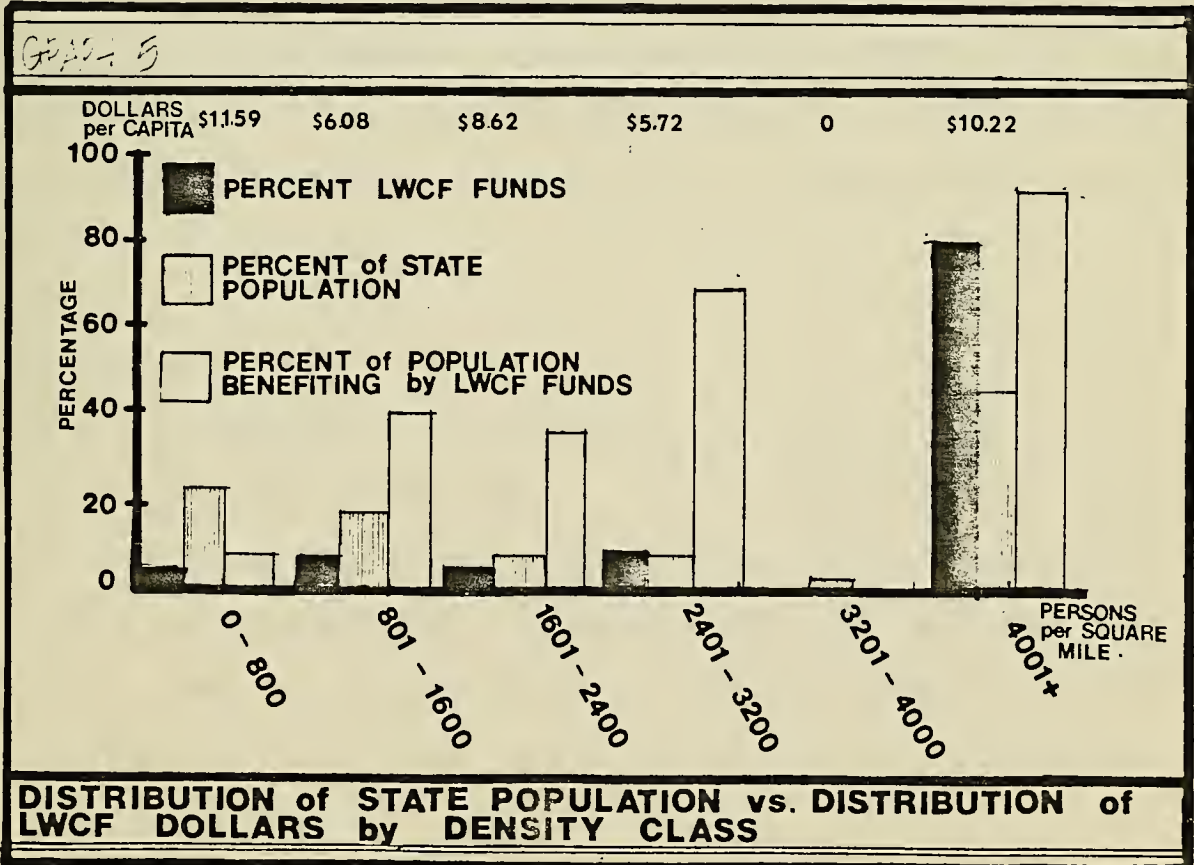
TABLE 5

Density (Persons /Square Mile)	1965-69	1970-74	1975-79	1980
0-800	39.7	18.7	4.6	.4
801-1600	16.3	17.1	4.2	18.6
1601-2400	6.3	5.9	4.0	.6
2401-3200	0	1.9	8.4	1.5
3201-4000	0	4.1	0	0
Greater Than 4000	37.7	52.3	78.8	78.9
TOTAL	100%	100%	100%	100%

\* Data from 1965-80 for City and Town and MDC Projects

SHIFT of LWCF DOLLARS to HIGH DENSITY CITIES and TOWNS

(Data from 1965-80 for City & Town & MDC Projects)





the state distribution of population illustrates the skewing of LWCF dollars to the highest density class. While the two lowest density classes (0-800 and 801-1600 persons per square mile) possess 22% and 18% of the state population respectively, these classes have only received 7% and 4% of the funding. Although these findings suggest successful targeting to high density and higher need areas, the lowest density areas received more dollars per capita. Funded cities and towns with 0-800 persons per square mile received \$11.59 per capita, while the high density population received \$10.22 per capita.

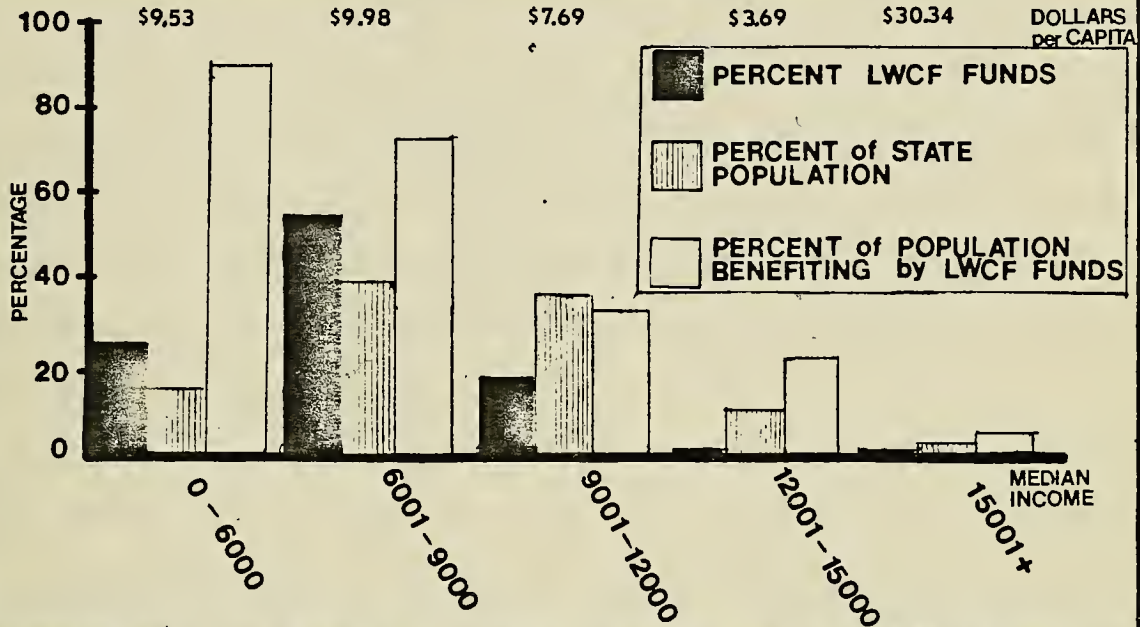
These findings lead us to conclude that efforts to target dense areas from 1975 to 1980 have been successful. The benefits received by the funded cities and towns in lower density classes, however, are not insignificant. Nine of the 53 funded cities and towns fall in the lowest density areas. In view of an equity goal to distribute funds across all cities and towns regardless of density, less dense cities and towns did not receive their share. An equity goal to target dense populations, however, suggests that the LWCF funds were distributed equitably.

#### Median Income

The distribution of the Massachusetts population to median income classes is available in ~~GRAPH~~ # 6 . The state population is concentrated in and distributed fairly evenly between the two median income classes, \$6001-9000 and \$9001-12,000. Comparing the distribution of LWCF dollars in identical median income classes to the state population distribution, we find the bulk of the LWCF dollars allocated to the two lowest classes,



GRAPH 6



**DISTRIBUTION of STATE POPULATION vs. DISTRIBUTION of LWCF DOLLARS by MEDIAN INCOME CLASS**

\$0-6000 and \$6001-9000. The percentage of the LWCF dollars allocated to each of these two classes exceeds the percentage of state population living in cities and towns in these median income classes. Over 90% of the population in this lowest median income class has received funding through the LWCF program, while over 72% of the population in the \$6001-9000 class has received funding at one time or another.

At the high end of the income ranges, only one town has been funded, and it received over 2% of the LWCF dollars. This project offers the recipient population over \$30 per capita in recreational facilities. The two lowest median income classes have received \$9.53 and 9.98 per capita.



These findings suggest that the distribution of LWCF dollars is skewed toward the lowest median income populations. Two conditional scenarios allow an evaluation of the equity of this. First, if the attempt is to target dollars for recreational facilities to cities and towns with low median incomes, the LWCF program has effectively distributed over 80% of the funds from 1975-1980. Almost 20% of the funds has been distributed to cities and towns with median incomes greater than \$9000, even though half of the Massachusetts population live in these municipalities.

A second possible scenario is that of a proportional distribution across the state population in light of an entitlement not based on need. If this notion is our guide, wealthier populations have received very little of the total LWCF money, although funded projects have placed substantial dollars per capita in the wealthier cities and towns.

#### Per Cent Below Poverty Level

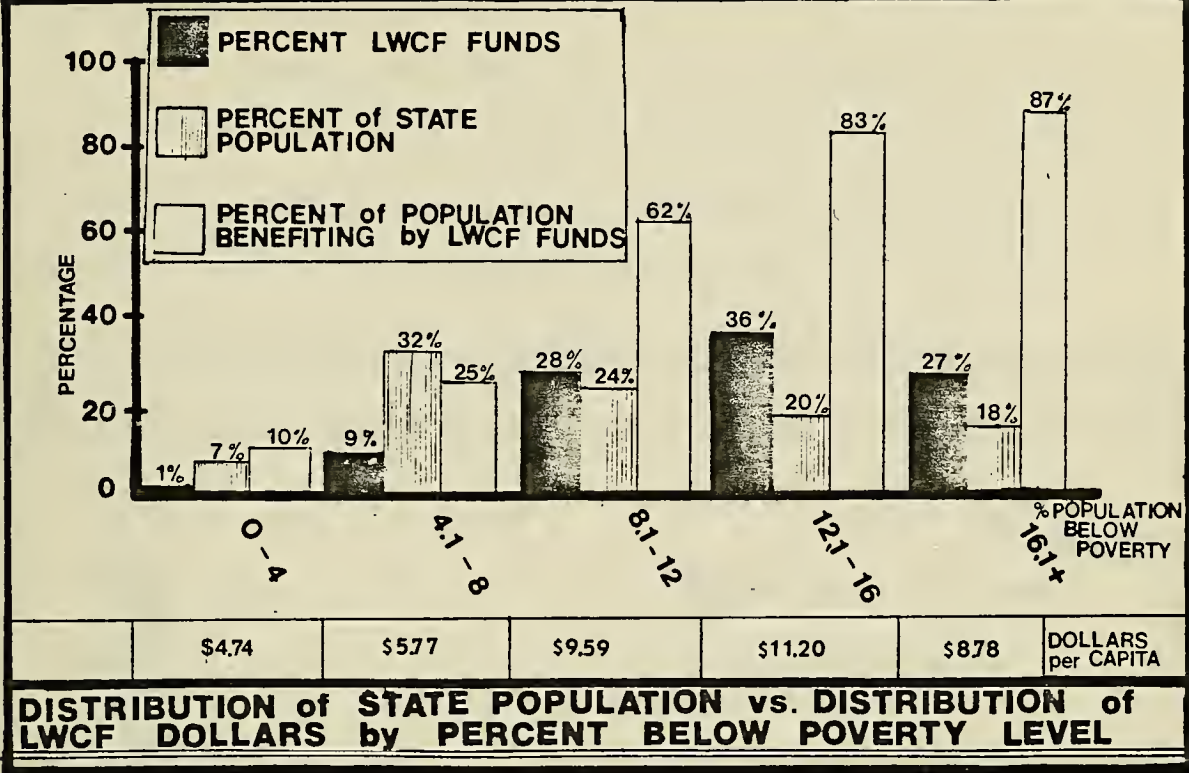
Our second measure of ability to pay is percent of a city's or town's households below poverty level. GRAPH 7 presents the distribution of state population in ranges of percent below poverty level.

The largest portions of Massachusetts' population live in cities and towns with 4.1-8% and 8.1-12% below poverty level; together, these two classes account for a total of 55% of the state's population. Almost 38% of the population lives in cities and towns with over 12.1% below the poverty level.





GRAPH 7



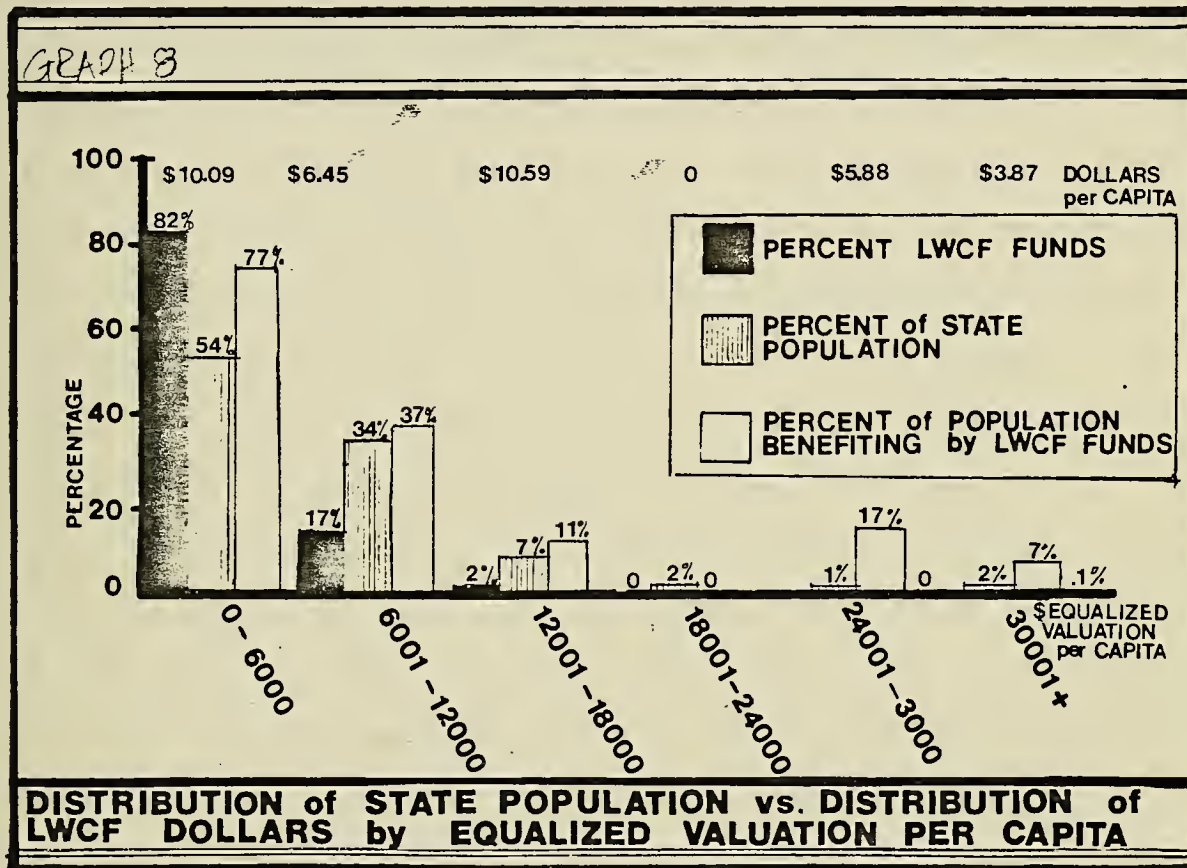
As with the preceding equity measures, we can compare this population distribution with the distribution of LWCF dollars. Over 90% of the LWCF dollars have been allocated to populations with greater than 8.1% below the poverty level. These dollars are spread fairly evenly between the three highest categories, ranging from 26% to 27% to 36% of the total funds. The dollars per capita of recipient populations supports this finding, as they range from \$8.78 to \$9.59 to \$11.20 per capita for the three highest categories.

These findings are consistent with the SCORP policy statement to target poorer populations. Although, as before, the distribution is not perfectly targeted to the poorest populations, the bulk of the LWCF funds have been awarded to needy areas as characterized by percent below poverty level.



Equalized Valuation Per Capita

The final measure of ability to pay is equalized valuation per capita. This allows us to assess the ability of the locality itself to pay for recreational facilities. GRAPH 8 presents the state population distribution into ranges of equalized valuation per capita.



The majority of the state population live in cities and towns with \$0-6000 equalized valuation per capita. The distribution of LWCF funds to this range exceeds 81% of the total funding. While funded cities and towns in this low range received over \$10 per capita, several wealthier towns (with greater than \$12,001 equalized valuation per capita) have been provided with facilities offering the populations



substantial dollars per capita. The population in the range of \$12,001-18,000 equalized valuation per capita has received \$10.59 per capita in LWCF funds. The relative amount that this population received, however, is small--only 2%. Funded populations with \$24,001-30,000 equalized valuation per capita and with greater than \$30,000 equalized valuation per capita have received \$5.88 and \$3.87 per capita.

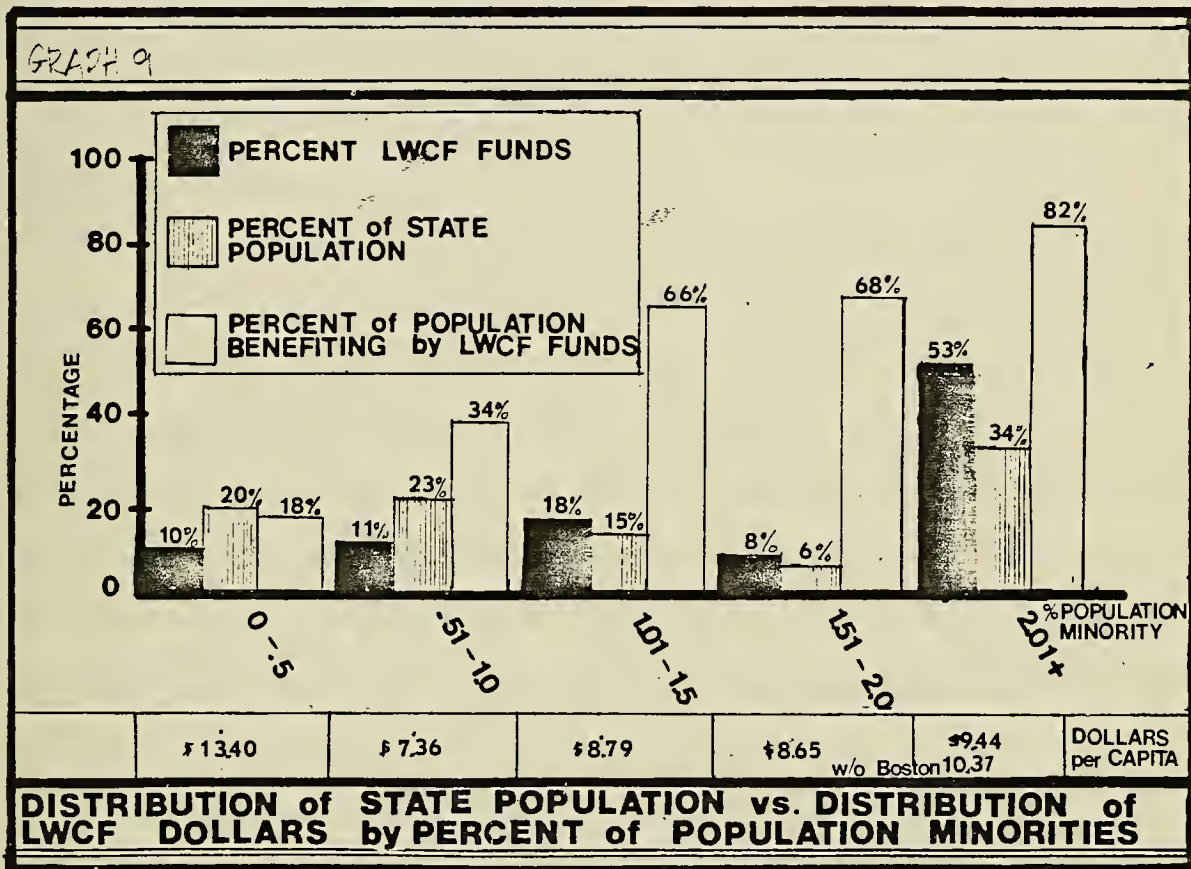
These findings of the three ability-to-pay measures suggest that the targeting to poorer populations and to cities and towns with less of a potential to pay for facilities has been significant. The rating system appears to have been instrumental in achieving this result. Similarly, the rating system presumably allows cities and towns with higher income, i.e., greater ability to pay, to be funded. The points assessed to localities with low previous per capita LWCF allocations can favor the few wealthier cities and towns who have never received funding. At the same time, the equity considerations embodied in state and federal policy would suggest that regardless of previous funding, cities and towns should receive LWCF money based on their need. These findings provide the basis for policy recommendations.

#### Percent Minority

The final equity measure is the percentage of a municipality's population characterized as a minority. As before, the total state population is distributed into cities and towns into ranges of percent minority, and compared with the distribution of LWCF money. The largest portion of the population, 34.8%, lives in cities and towns with greater than 2% minority. Over 53% of the total LWCF dollars has been allocated to cities and towns in this greater-than-2% range. Over 82 percent



Of the population in this range received funding at one time or another. Populations with high minority populations have received \$9.44 per capita while the lowest minority populations have received \$13.40 per capita. Omitting Boston's share, only 43% of the total fund was allocated to these high minority populations, for \$10.37 per capita. (See GRAPH 9.)



While over 82% of the funded population lives in the highest minority cities and towns, only 14 of the 28 Massachusetts towns and cities in this range have received LWCF dollars between 1975 and 1980. Of the 53 funded cities and towns, 14 of them have populations of greater than 2% minority. The program has thus reached high minority populations through a small number of its funded cities and towns.





Adherence to equity considerations embodied in the Civil Rights Act would produce a targeting to high minority populations. We can conclude that although the targeting of minority populations has been substantial, considerable amounts of LWCF dollars have been received by non-minority populations. Specifically, recipient cities and towns with the fewest minorities have received more dollars per capita than high minority populations.

### Statistical Tests

These findings can further be substantiated through several statistical tests of the data. Analysis of the data shows that the pattern of funded cities and towns to each class of the five equity measures is other than would have occurred by chance. Although the test we used does not show direction of the distribution, from viewing the data we can conclude that in each of the measures, funded cities and towns are likely to have higher densities, lower median incomes and equalized valuations per capita, and higher percentages of households below the poverty level and minority population.

A Chi-Squared test allows us to determine statistically whether the relationship between the funded cities and towns and each of the above measures could have reasonably occurred by chance. We are testing the hypothesis that there is no relationship between the chances of a city or town being funded and the equity measure. (See Appendix 4 for the complete test.)

By using the statistical technique of regression analysis, we can determine the relationship between an equity measure and the number of funded cities and towns, the size of the funded population, or the dollars per capita received. Results indicate that there is a statistically significant positive relationship between four of the



variables and the ratio of funded towns to total Massachusetts towns cities. The relationships are as follows:

- o for every increase in persons per square mile (density), the number of cities and towns funded increases;
- o for every increase in median income, the number of funded cities and towns decreases; and
- o for every increase in percent of the population that is below poverty level, the number of cities and towns funded increases.
- o for every increase in the percent of population that is minority the number of cities and towns funded increases.

Equalized valuation per capita was not significant. These results describe the positive relationship between the variables and are not presented as predictive measures.

Similar results were obtained in describing the ratio of the funded population to the total Massachusetts population. Thus, as density, percent minority, and percent below poverty level increased, or as median income decreased, the funded populations increased proportionately. (See Appendix 4 for test results.)

In a test to explain the dollars per capita received by cities and towns, we find only percent below poverty level significant. Thus, as the percent below poverty level increases, the dollars per capita increase. This increase was found to be \$.38 for every increase of one percentage point in percent below poverty level. (See Appendix

From these results we can conclude that these several characteristics have been most influential in determining the funding choice and the level of funding. While these results are not predictive, they can best be used to shed light on the relative importance of these measures in describing past funding decisions to cities and towns.

Each of these conclusions can be explained partly by the rating



system and also by the fact that the largest cities often have the greatest human resources and technical capacities to apply for funds. Specific policy recommendations will be discussed in the Recommendations section.

### State Projects

Analysis of the equity of the distribution of LWCF dollars is not complete without discussing the distribution of state sponsored LWCF facilities. From 1975-1980 six state projects were funded in addition to two fundings for SCORP. The distribution of funds for these six projects can also be viewed from the five equity measures used to analyze city and town distribution of funds. From these distributions we can determine if state projects have indeed replicated many of the goals suggested in state and federal policy and implemented in the rating of local projects. *(See Appendix for Graphs)*

Over 46% of the dollars for state sponsored projects has gone to cities and towns in the highest density class (greater than 400 persons per square mile). Over 38% of the dollars went to cities and towns in the lowest density class, less than 800 persons per square mile. The Appalachian Trail project comprises 15.5%, and was distributed among many cities and towns. We therefore did not categorize this project. The four other projects have been placed in the highest density class.

We can best analyze these projects through the ability-to-pay measures. Analysis of the distribution of state dollars to median



income classes finds over 71% of the dollars allocated to cities and towns with median incomes of \$6001 to 9000. Over 13% has been allocated to wealthier locations and 15.5% to the Appalachian Trail.

In the percent-below-poverty-level measure, we find over 68% of the dollars in the 12.1-16% range, 13% in the 4.1-8% range, and 2.6% in the 8.1-12% range of percentage below poverty level. Finally, while over 48% of the dollars has been spent in cities and towns with \$0-6000 equalized valuation per capita, 22.5% has been spent in cities and towns with the highest equalized valuation per capita. While the bulk of the state projects have been placed in cities and towns with a lower ability to pay, several projects have been funded in wealthy cities and towns.

Finally, we analyzed the distribution of state project dollars by the percentage of population classified as a minority. Over 59% of the funds are placed in cities and towns with 1.01 to 1.5% minority populations; 22.5% is in high minority cities and towns, and 2.6% of the funds is in the lowest minority populations.

Although the distribution is skewed toward higher minority populations, it strongly favors the middle range. Therefore, the state-sponsored projects have not been as well targeted as city and town initiated projects.

While the above conclusion challenges the state choice and provision of recreational facilities, it is recognized that other SCORP policies may be embodied in the choice of these areas. Such policies include the provision of regional parks, heritage parks and the protection of unique and endangered natural and cultural areas (SCORP, p. 78).





Thus, this interpretation may not be completely appropriate, especially since the recipient population is intended to be greater than that of the city or town in which the project is located. We therefore defer much of the criticism of past spending on state sponsored projects and instead offer recommendations for future funding policy and priorities.

### Recommendations

An equitable distribution of future LWCF dollars or other program dollars should be maintained and enhanced. The state plays a vital role in providing facilities to populations and to cities and towns of greater need based on density and ability to pay. Likewise, it can target recreational opportunities to disadvantaged populations.

The present LWCF rating system provides the vehicle to obtain the desired equitable features. (See appendix , Rating System.) Forty points of one hundred possible points are allocated for demographic characteristics. In addition to the equity measures discussed above and the measure of tax levies per capita, communities are rewarded up to ten points for past LWCF assistance received. The greater the assistance level, the fewer points assessed. This feature may allow some wealthier communities with low funding histories to receive higher ratings. The ten point spread may in some cases offset the neediness of a community or population based on other equity measures. A sophistication of this rating system would involve assessing points for past assistance by controlling for ability to pay with the measure equalized valuation per capita. For instance:



Equalized Valuation/ Capita	<u>\$ per Capita</u>					
	0-2.99	3-6.99	7-10.99	11-20.99	21-25	25+
0-1,999	10	10	9	9	8	8
2-3,999	9	9	8	8	7	7
4-5,999	8	8	7	7	6	6
6-7,999	7	7	6	6	5	5
8-9,999	6	6	5	5	4	4
10-11,999	5	5	4	4	3	3
12-13,999	4	4	3	3	2	2
14-15,999	3	3	2	2	1	1
16-17,999	2	2	1	1	0	0
18-19,999	1	1	0	0	0	0
+ 20,000	0	0	0	0	0	0

This system would favor cities and towns that have not yet applied for funding and that have a low tax revenue potential, or low ability to pay. While this system may favor lower density areas, given the history of funding to high density areas, we recommend a similar control for dollars received per capita in assessing points for density. For instance:



Boston could be broken down by planning district - if LWCF \$ continue.

Density (persons per square mile)	\$/capita					
	0-2.99	3-6.99	7-10.99	11-20.99	21-25	+25
0-100	1	1	1	0	0	0
101-299	2	2	2	1	1	1
300-499	3	3	3	2	2	2
500-999	4	4	4	3	3	3
1000-1,499	5	5	5	4	4	4
1,500-1,999	6	6	6	5	5	5
2,000-4,999	7	7	7	6	6	6
5,000-9,999	8	8	8	7	7	7
10,000-16,000	9	9	9	8	8	8
+ 16,001	10	10	10	9	9	9

A final recommendation stems from the equity of the state sponsored projects. In response to recent federal cutbacks of LWCF dollars, we recommend that the state continue to provide similar assistance to cities and towns for recreational facilities. While a temptation may be present to have the state sponsor future facilities rather than lose control of the project design and location decisions, we recommend the state maintain the local sponsorship and involvement. Supporting data show that city and town sponsored projects are more equitably targeting the needy populations and providing facilities deemed necessary by the localities. The upkeep and maintenance will remain a responsibility of the locality, lessening the burden of the state.

Should the program design be changed as recommended in the next section, and should the state continue to acquire and develop recreationa



facilities itself, then we recommend that state projects be ranked and assessed according to the rating system used for cities and towns. Because the state projects are intended to serve a larger population, the rating system for the state projects should be modified so that the demographic points are awarded on the basis of the regional population characteristics.

In conclusion, the distribution of LWCF dollars for 1975 to 1980 has many appealing and commendable features from an equity standpoint. We propose that these features be upheld in the future through the revised rating system, with a conscious effort to encourage application from needy cities and towns.

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**LOCAL RESPONSE**INTRODUCTION

An alternative measure of the quality of a governmental program is the users' response to the program. Thus, in this section we evaluate the LWCF program from the local perspective. Generally, the issue we examined is whether the local governments' response to the program indicates problems with the program management. Specifically, we investigated four questions.

- o Whether the program has succeeded in increasing the availability of recreation;
- o Whether cities and towns have problems with the application procedures;
- o Whether funded cities have problems with the administration of the grant;
- o Whether the funding of acquisition and development matches local financing needs.

Methodology

To investigate problems with program management, we conducted a telephone survey of 28 local recreation officials. The surveyed cities and towns were randomly chosen according to the following procedure. Massachusetts cities and towns were sorted into categories of recipients of LWCF money, applicants that had been denied funding, and non-applicants. Each of the three categories was then stratified into four classes of equalized valuation per capita. The classes ranged from 0-5,000, 5,001-10,000, 10,001-15,000 and 15,001 and over. The samples of funded,



denied funding, and non-applicant communities were arranged so that each class of equalized valuation per capita was proportionally represented

The reason for picking stratified samples of each of the three categories of cities and towns was that we believed that local response to the program might differ according to whether a city or town was funded, denied, or had not applied, and according to whether the city or town had the ability to pay for the development of its recreation services on its own, as measured by equalized valuation/capita. Moreover, we believed that the responses within each class and category would be fairly consistent. Thus, the manner of sampling assures that different patterns will become clear and increases the precision of the study.

Surveys designed specifically for funded, denied, or non-applicant communities were mailed to the randomly selected cities and towns.

(See Appendix 6.) Responses were obtained by telephoning the community one week later. We received responses from:

- o 10 cities and towns that received LWCF funding;
- o 7 cities and towns that had been denied funding; and
- o 11 cities and towns that never applied.

*I never saw letter but did respond to phone call & talked at length about Boston's problems.*

Findings, Conclusions and Policy Recommendations

1. The first questions examined in our investigation of the LWCF program's quality, as viewed by local governments, are whether Massachusetts communities perceive recreation as an important local service, and whether the program has succeeded in aiding cities and towns in increasing the level of the recreation services provided.

A measure of the past importance of recreation services is the amount of local funding relative to federally provided LWCF funding.



or impact of the program can be measured by the accessibility of the scope of services provided, and finally, the local impact of the program. We found:

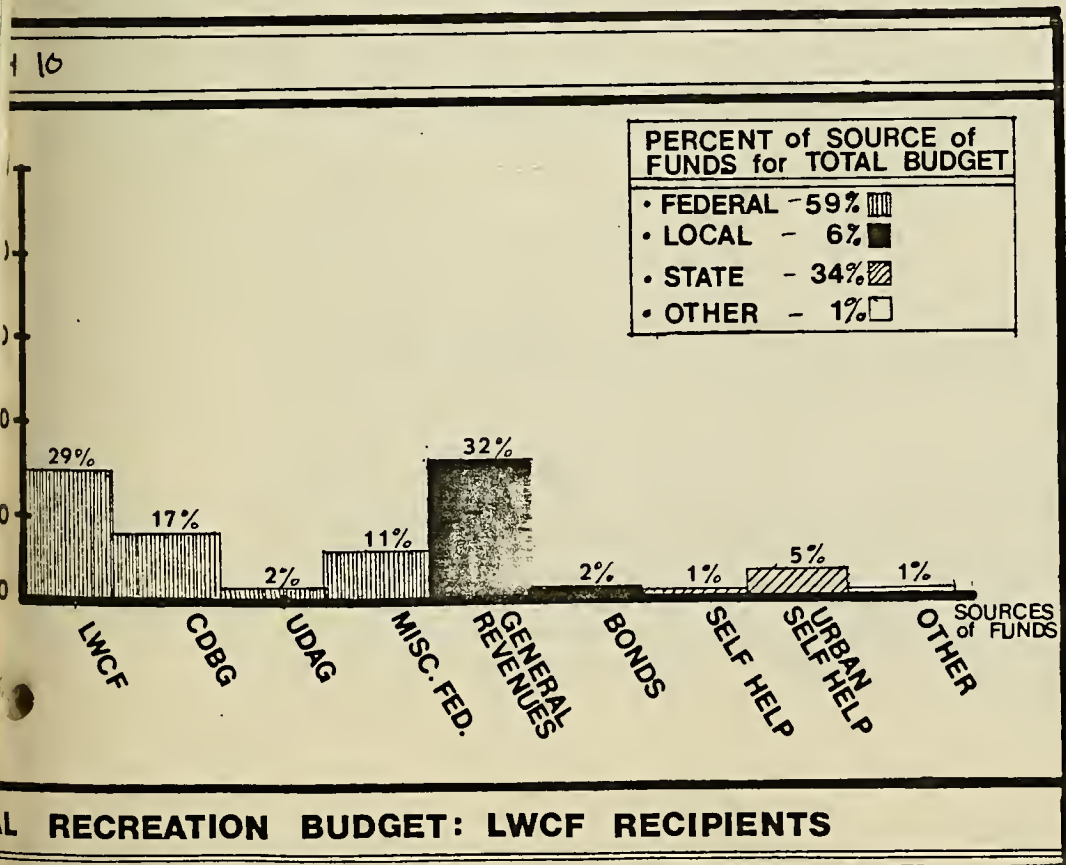
Regarding the total expenditures on acquisition and development of recreation land or facilities of the 10 funded communities, including projects funded in part by LWCF and projects funded completely by other sources, 29% of recreation funding was provided by LWCF. (See GRAPH 10 for the complete breakdown of sources.) Moreover, 70% of all communities surveyed were acquiring and/or developing recreation land or facilities without the use of LWCF money.

5% of the non-applicant respondents restrict their recreation facilities to local residents. In fact, 18% of the non-applicants cited the requirement of unrestricted public access as the reason for not applying for aid at all.

Non-applicant cities and towns fund more unusual projects, such as handball courts and cross-country skiing facilities, while funded projects tend to be traditional recreation activities, like totlots and tennis courts.

5% of the local officials in communities that have never applied for an LWCF grant were not aware of the existence of the program.

Findings indicate, first of all, that recreation is perceived as an important component of the bundle of local services, and is not





simply developed because of the availability of LWCF money. This conclusion is supported first by the finding that so many of the communities are developing recreation without the use of LWCF. Moreover, if the LWCF program were the sole reason that local governments were providing the service, one would expect that the LWCF share of the total expenditures would approach 50%. The fact that a large percentage (18%) of the funding is from the federal CDBG program does not detract from the conclusion, because the cities and towns are free to use that money on other services. Yet they still chose to devote the money to recreation. While the 29% LWCF share indicates that LWCF acts as a considerable incentive, we do not feel that it is the sole motivation for cities to provide the service.

Regarding the success or impact of the program, we conclude that LWCF projects enable non-residents to take advantage of a community's recreation facilities where they might otherwise not have had access. Yet, LWCF has not enlarged the scope of recreation services offered by funded cities and towns. Finally, we think that the surveys clearly show that the success of the program is impaired by local ignorance of the program.

Therefore we recommend that:

- o The state should lobby the federal government, supporting the continuation of the program, because recreation is perceived as an important service and because it increases recreation opportunities of non-residents.
- o In the event that the federal government eliminates the LWCF program, the state should expand the Self-Help and Urban Self-Help programs with the purpose of funding the acquisition and development of outdoor recreation facilities.
- o The state should increase information availability and publicity about the LWCF program to assure equal accessibility to program funding.





We recognize that increasing publicity will result in increased costs and the possibility of increased local expectations for future funding. Nevertheless, we think that these burdens are offset by the responsibility DCS has in assuring equal opportunity to apply for funding and by the possibility that the publicity could build a larger constituency supporting the program. Increased publicity could include such activities as providing brochures, posters, and, perhaps, representatives at all conferences attended by local recreation officials, and sending out a mailing to all Massachusetts cities and towns with information regarding the current status of the program.

2. The second issue is whether communities have problems with the application procedures for an LWCF grant.

We found that of the total number of surveyed cities and towns, 45% had problems with at least one of the requirements. Specifically, the problems cited were:

- o 18% of the communities had difficulty producing the upfront money. Several communities noted that this problem is exacerbated by the absence of a guarantee of project funding. While cities and towns ranging in population from 27,000 to 641,000 cite this as a problem, the results clearly show that upfront money has been a problem for cities with low equalized valuation. 80% of those communities citing this as a problem have a per capita equalized valuation of \$5000 or less.
- o 14% of all the communities cite the requirement of submitting an open space plan as problematic. Cities mentioning this problem range in size from 5,000 to 641,000, with equalized valuations of \$0-5,000 to \$15,000 and over.
- o 7% of the communities thought that the requirement of two appraisals was excessive. Several reasons for this complaint were given, including: the city was unable to negotiate with property owners after the application was accepted, because they were tied to the appraisal value; often times the appraisals come in widely disparate, which makes the city hesitant about taking the property for fear of litigation; and finally, HUD only requires one appraisal for its grants programs, so planning staffs find the two appraisals requirement burdensome. The



two communities citing the problem were a city of 41,000 with the lowest equalized valuation, and a city of 10,000 with an equalized valuation per capita of \$10,001 to \$15,000.

- o 7% of the communities said that they found the application generally difficult, involving too much paperwork. These communities were medium-sized (22,000 to 31,000 residents) with equalized valuation/capita in the middle ranges (\$5,001 to 10,000, \$10,001 to 15,000).
- o 3% of the communities felt pressured into submitting applications for large-scale projects. The city citing this problem has a population of 641,000 and a per capita equalized valuation of 0-5,000. *NOT my comment - I said we found it more efficient to apply for large projects.*
- o 3% had difficulty complying with the requirement of relating the proposed project to SCORP. The community has 31,000 residents and an equalized valuation of 10,001 to 15,000.

We conclude that many local governments find the application procedures problematic. Of all the problems cited, only the problem of producing the upfront money seems to be related to a class of equalized valuation per capita. In all other cases, cities and towns of varying population and wealth experience a wide range of difficulties.

On the basis of the magnitude of the problem as revealed by the survey and of the importance of the application requirement causing the problem, we make the following recommendations:

- o Because the problem of finding the upfront money is, and will increasingly become, a large problem, we recommend that the state create a fund, by issuing bonds, which would be available for use by cities and towns for the 50% share which will be federally reimbursed. The communities could be charged interest on the amount borrowed for the time the community has use of the money. The cities and towns would also be obligated to pay to the fund the amount received as a reimbursement from the federal government.
- o Despite the fact that a relatively large number of communities had difficulties with the requirement of an open space plan, we recommend no change in the current policy because the plan is necessary for the orderly distribution of funds. Similarly, we recommend no change in the current requirements for two appraisals and the general application procedures.



- o Finally, we recommend that the state should not discourage applications for small project funding. Many communities perceive the acquisition and development of recreation land as important, but because they will no longer have the financial ability to start large projects, we think that the state should revise its policy. *Not a policy so much as a result of complex procedures.*

3. The third issue explored is whether the funded cities and towns have had problems with the administration of their grant.

We found that 30% of the surveyed communities said they had problems. Yet, despite this sizeable percentage, each problem was only cited by one community. There were no recurring problems. The problems mentioned include:

- √ o The requirement of producing cancelled checks for reimbursement was difficult; *I suggested other means of payment, such as receipted bills.*
- o The time lag prior to reimbursement exceeded 90 days;
- o The level of scrutiny on a project review was excessive, sarcastic;
- o An insufficient budget for operation and maintenance of the project resulted in a quarrel with DEM.

The communities that found the grant administration problematic ranged in population from 62,000 to 641,000. Two-thirds of the cities fell in the lowest equalized valuation/capita class (\$0-5,000), while the remainder fell in the next lowest class (\$5,001-10,000).

Because of the large size of the city and its relative poverty, it seems likely that the problem of producing cancelled checks results from the size and complexity of the local bureaucracy, and is not a matter for DEM's concern. It is a local problem that, because of the importance of precise accounting, should be assumed when the city voluntarily applies for the grant. The problems of the reimbursement time lag and the level of scrutiny are, however, elements of grant administration. These problems do not appear to be critical, as each



problem was only cited once. But, because the city felt it was serious enough to mention, DEM should take note.

The final problem of disagreements over insufficient operation and maintenance funding for a project, while again only mentioned once, will undoubtedly become more of a problem in the future. Current requirements mandate assurances on ongoing operation and maintenance, yet as local finances become more constrained because of Proposition 2-1/2, these requirements will become more and more difficult to comply with and to enforce. The magnitude of the operation and maintenance problem and a proposed solution will be explored below.

4. The final issue is whether the funding matches local financing needs.

Specifically, we were trying to determine whether operation and maintenance of parks is perceived as, or is in fact, a more serious need than the continuation of acquisition and development. We found that:

- o Over the past six years, it appears that funding acquisition and development matches local needs, because recreation development is perceived as an important local service. Yet, at the same time, over 50% of the surveyed cities and towns said that they have trouble financing the operation and maintenance of existing parks.
- o We also questioned all three groups of cities and towns as to their perceptions of the future financing problems that they face in light of Proposition 2-1/2, and their plans for dealing with those problems. 85% of all surveyed cities and towns anticipate financial problems with funding acquisition and development projects over the next five years. Exactly the same percentage anticipates problems financing the operation and maintenance of their parks. The primary methods for dealing with these two problems cited in the survey include the following 73% of the cities and towns plan to reduce or modify operation and maintenance expenditures, while 76% of the total respondents plan on continuing the acquisition or development of recreation land and facilities. The most common response to the question of "how do you expect to finance future acquisition or development" was to seek either state or federal aid.





7 ?  
We conclude that the continuation of acquisition and development seems to be perceived as more important than the operation and maintenance of existing parks. Consequently, it appears that recreation land and facilities are in serious danger of degradation.

Because of the existing problem with meeting program operation and maintenance requirements, and because of the potential magnitude of the problem of degradation, we recommend that: LWCF grant approval should be made contingent on a detailed operation and maintenance policy for the proposed project, and on a detailed policy for the operation and maintenance of the entire existing local park system. This policy should be an element of the local open space plan.

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Introduction

During the last 6 years (1975 to 1980), 114 cities and towns throughout Massachusetts have received funding from the Land and Water Conservation Fund (LWCF) for the acquisition and development of recreation facilities. Since the LWCF program will provide funding for only up to 50 percent of the total project cost, it is important to understand how cities have acquired the balance of funds necessary to complete a recreation project. In the past, cities and towns receiving LWCF funding have primarily used local revenues to match the LWCF portion. In light of the fact that there may be federal cutbacks and local fiscal pressures from Proposition 2-1/2, it is important to examine how these communities can continue to finance recreation acquisition and development.

To evaluate the issue of future financing, we addressed the following questions:

- o What do past patterns of financing imply?
- o Are there alternative funding strategies or sources available for future financing?

The first question asks whether past patterns of financing indicate that future growth in recreation facilities will be precluded by fiscal constraints, such as Proposition 2-1/2 or the withdrawal of LWCF funding for recreation. An analysis of past financing patterns is important



to future financing, since the past patterns identify sources of funds used for recreation activities. By identifying what have been the sources of funds used for recreation acquisition and development projects the impacts of Proposition 2-1/2 and federal cutbacks on recreation can be fully evaluated. And by evaluating these impacts, the future needs of financing recreation in cities and towns can be determined.

An analysis of past financing patterns should also address the question of "are there alternative sources of funds or strategies for financing recreation projects" for either acquisition or development. With an understanding of past financing patterns, it will be possible to identify alternative sources of funds which might be used to replace those recreation funds lost through Proposition 2-1/2 or federal cutbacks

By evaluating the local matching fund effort, we can determine what sources of funds are most important to cities and towns for financing their share of LWCF projects. Again, this will assist in the identification of alternative funding sources and strategies which communities could use, should there be a significant change in existing patterns of financing for recreation.

The finance issue also addresses the question of how dependent cities and towns are on LWCF monies for the acquisition and development of recreation land and facilities. This question is now especially important, since LWCF funds have recently been frozen by the Reagan administration.

#### Method

We examined the issue of finance with three different methodologies. These methods are:



- o a complete file search and tabulation of data from DEM's LWCF project files;
- o a telephone survey of local recreation planning officials (see discussion of survey in Local Response section);
- o a literature search to identify alternative funding sources or strategies.

The evaluation of past financing patterns of LWCF projects was based upon financial data obtained from DEM's LWCF project files. The data were tabulated to determine what sources of funding were used by local governments to match LWCF grants--CDBG's or local revenues, for instance. The file search provided data necessary to determine the level of dependency by communities on the various funding sources for matching LWCF grants for recreation acquisition and development. A measure of dependency is obtained by tabulating the percentage of each source of revenue used to fund the LWCF projects.

Our second method for evaluating past recreation funding patterns was to administer a telephone survey to local recreation officials. The survey was used to obtain data about the amounts and methods of funding used for recreation projects when LWCF funds were not available. Other data were obtained regarding future problems with funding recreation programs, and alternative sources of recreation funding in light of potential funding cutbacks. (See the local response section for a detailed description of survey methodology.)

Specific survey questions addressing past financing patterns and creative financing included:

- o "for the acquisition of recreation land, how much funding came from the following sources - local; state; or federal sources?";





- o "did you finance the projects that were denied LWCF funding?"; and
- o "how do you plan to alter current funding strategies?"

(For a complete list of survey questions see Appendix 6.)

Upon completion of the survey, the responses were tabulated to obtain financing patterns for recreation funding in the sampled towns and cities. Tabulations include:

- o financing patterns for the recreation budget of non-applicant towns (towns having never applied for LWCF money);
- o financing patterns for the recreation budget of towns having applied for, but who were denied, LWCF money; and
- o financing patterns for recreation projects not funded by LWCF money, although the project is in a town which has received LWCF money.

In addition, listings were made of alternative funding strategies and mechanisms used by the surveyed towns and cities.

The final methodology that we used in addressing the finance issue involved a literature search to identify and catalog other financing mechanisms or sources. Since there is a good chance there will be a reduction in the amount of funding available for recreation, the identification of other financing sources or mechanisms is important.

The literature search included the following sources:

- o National Recreation and Park Association literature
- o Heritage Conservation and Recreation Service literature (HCRS)
- o local planning documents

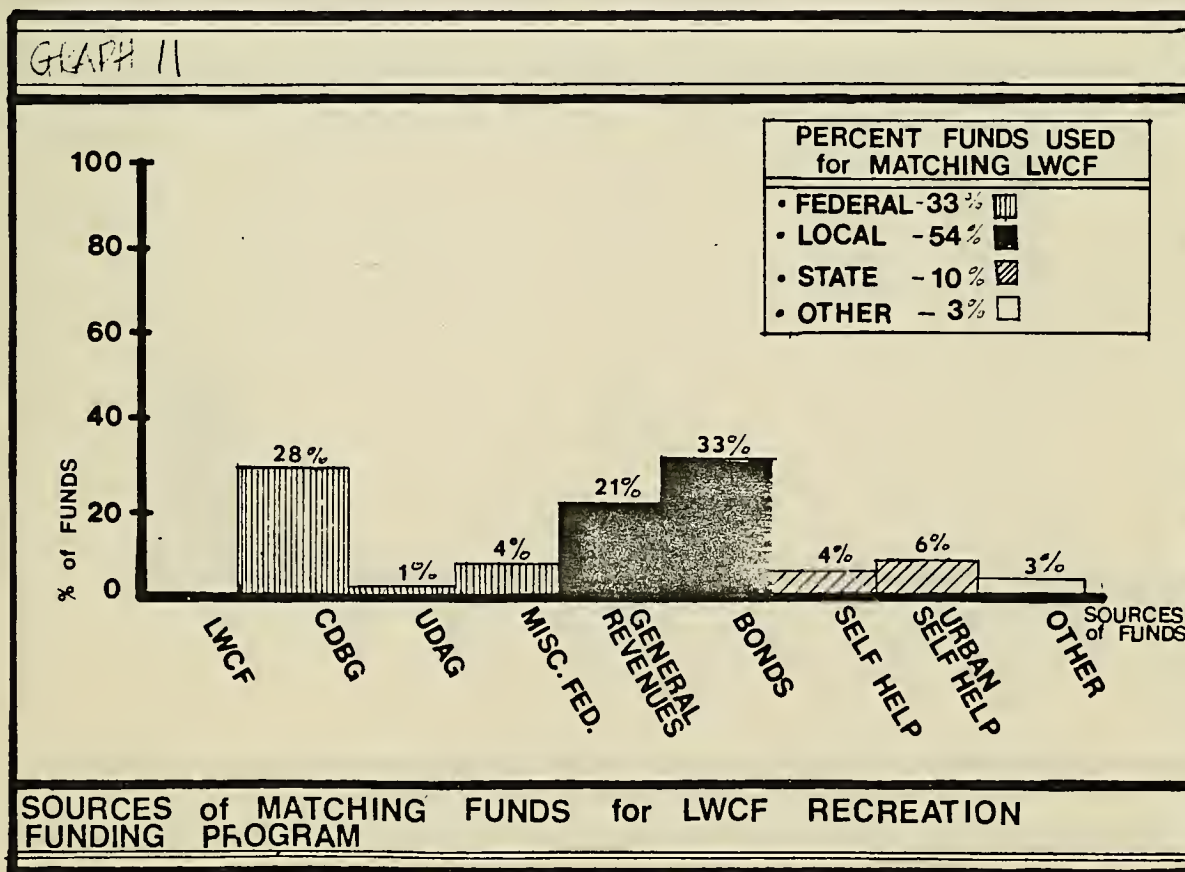
## Findings

1. The first issue of the finance question was to determine what were past funding sources for recreation acquisition and development.



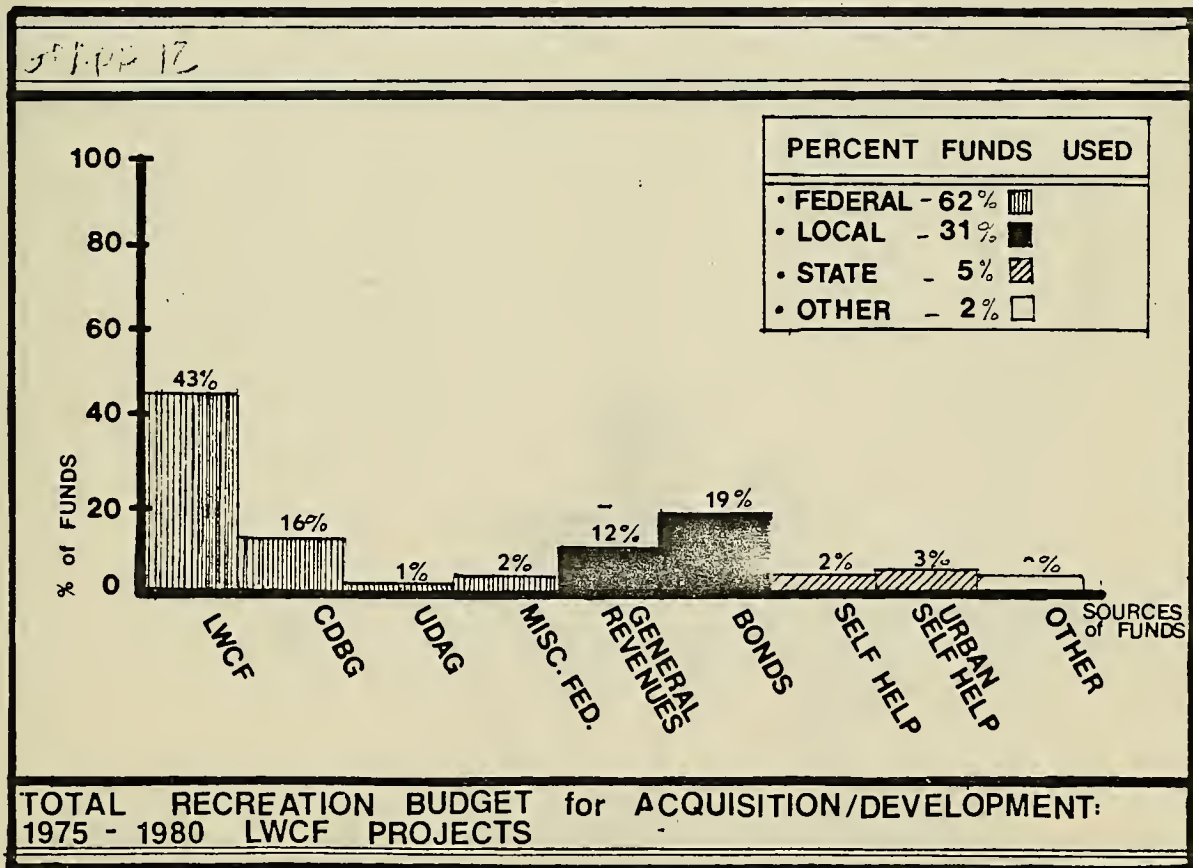
This was first addressed by examining what were the sources of funds used to match LWCF grants. These findings are based on funding sources used by the 114 towns and cities receiving LWCF projects since 1975.

The principal source of funding used to match LWCF funds was local revenue, e.g., general revenues and bonds. Local revenues made up 54 percent of the total sources of funding used to match the LWCF grant. The second major source of matching funds was federal revenue, e.g., CDBG, UDAG, and EDA funds. The federal revenues provided 33 percent of the matching funds for LWCF projects. The remaining 13 percent of the matching funds were from Self-Help, Urban Self-Help, or other revenues. Graph II shows the sources of revenues used to match LWCF project grants.





The total sources of revenue for the total project cost of the 114 LWCF funded projects included federal, state, and local revenues. LWCF funds made up 43% of the total project cost. Additional federal revenues (CDBG, UDAG) made up another 19% of the total revenues used for total project costs. As a result, 62% of the total revenues used to meet the total acquisition and development costs of LWCF projects were from federal sources. The remaining sources of revenues used to meet the total project costs came from local revenues, for a total of 30 percent of the total source of funding for the projects. The remaining 8 percent of revenues used to fund LWCF projects were from state and other revenues. GRAPH 12 provides a summary of the total sources of revenues used for the total funding of LWCF projects since 1975.

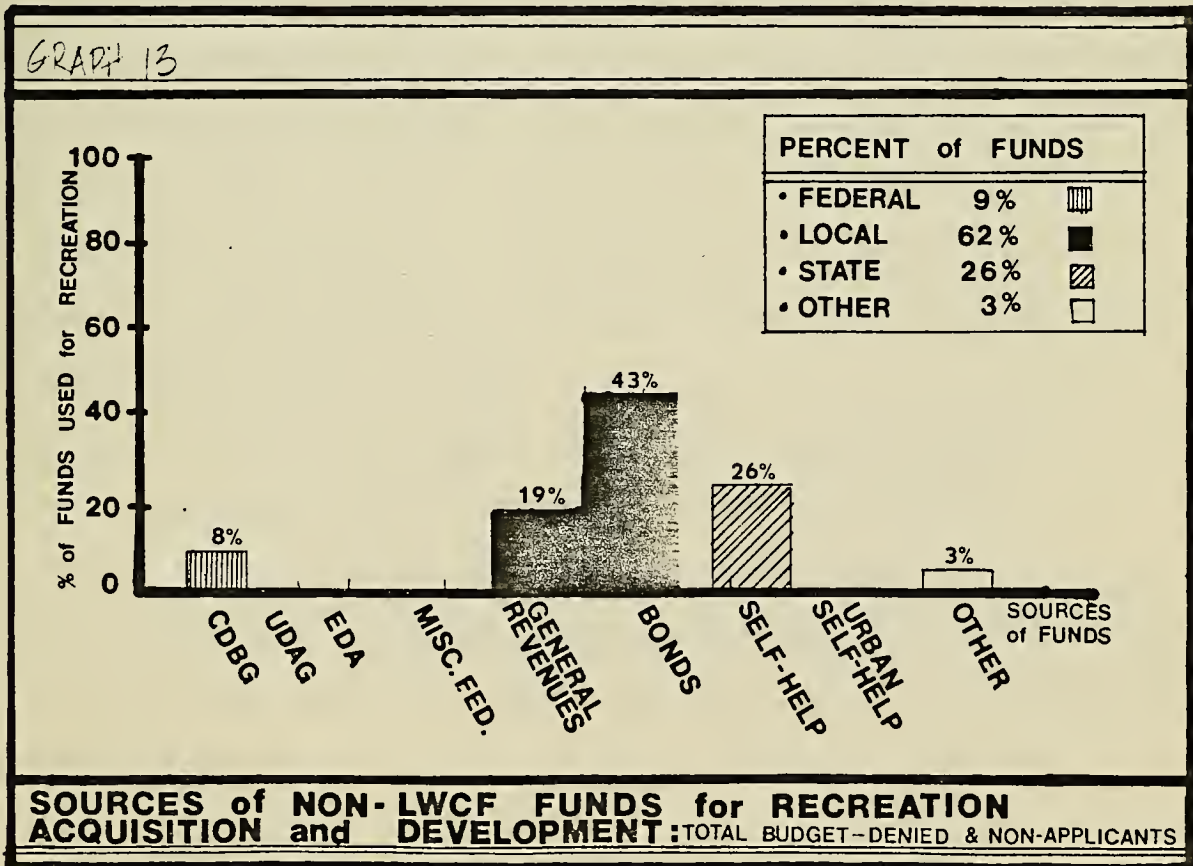




Through the use of data obtained from the telephone survey, it was possible to evaluate funding patterns for acquisition and development in communities denied LWCF funding or those having never applied for LWCF funds (non-applicants). Communities in these categories funded the acquisition and/or development of recreational facilities primarily with local revenues. For instance, 62% of the total acquisition and development budget for recreation was made up of local revenues (general revenues and bonds). The remaining sources of revenue for the total acquisition and development budget were:

- o 26% state revenues (Self-Help and Urban Self-Help)
- o 9% federal revenues (CDBG, UDAG, EDA)
- o 3% other (private sources, donations)

GRAPH 3 shows the proportion of each funding source used in the total







budget for acquisition and development for both denied and non-applicant communities for a combined total recreation budget.

In the communities denied LWCF funding, 64 percent of the total acquisition and development budget for recreation came from local revenue. In contrast, only 43 percent of the total acquisition and development for non-applicant communities was from local revenues. The non-applicant communities instead relied more on other sources of funding. In these communities 38 percent of the total acquisition and development budget was from other sources (donations, private funds, etc.), whereas only 2% of the total acquisition and development budget for denied communities came from "other" sources. ("Other sources" excludes federal, state and local funds.) (See GRAPH 14).

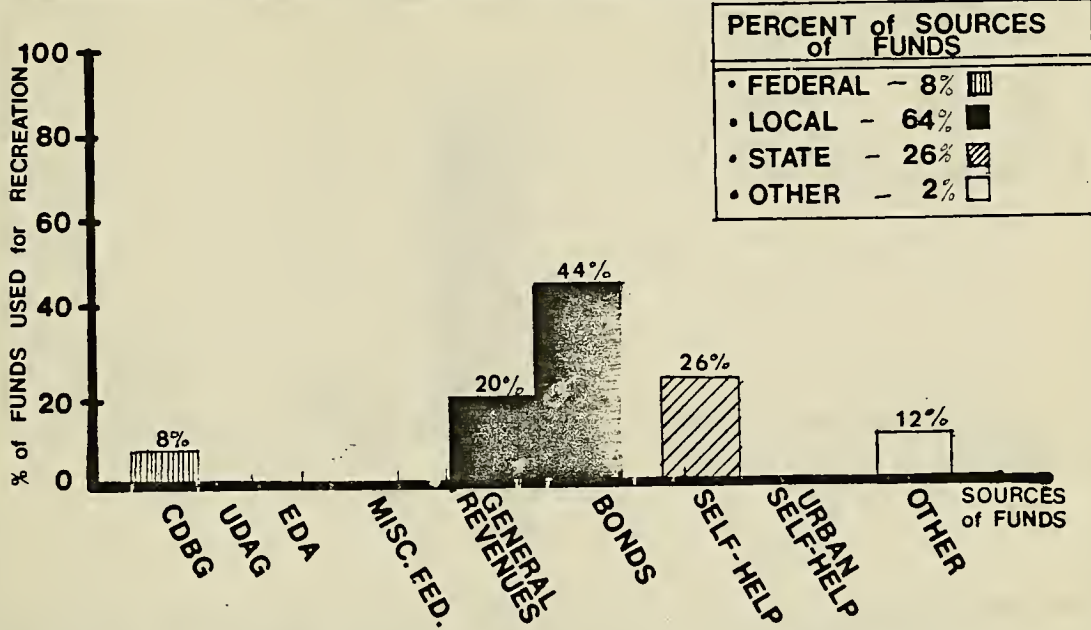
There is also a difference in funding patterns for the total acquisition and development budgets in communities having received LWCF funding. Their total acquisition and development budget includes both LWCF funded projects and projects which have not received LWCF funding. In the 10 surveyed recipient communities, 59% of their total acquisition and development budget for recreation was from federal sources (CDBG, UDAG, LWCF). The remaining sources of funds for the total acquisition and development budget include:

- o 6% state revenues (Self-Help and Urban Self-Help)
- o 34% local revenues (general revenues and bonds)
- o 1% other revenues (private, donations, etc.)

GRAPH 15 summarizes the total budget for acquisition and development in the recipient communities for both LWCF funded and non-LWCF funded recreation projects.



GRAPH



**SOURCES of NON-LWCF FUNDS for RECREATION ACQUISITION and DEVELOPMENT: DENIED APPLICANTS**

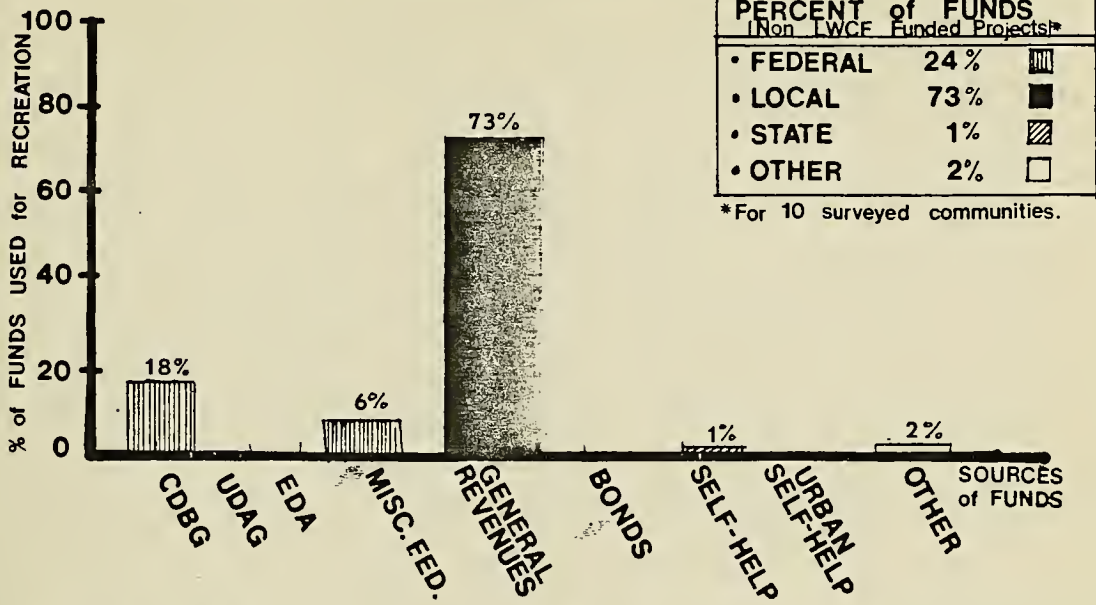
The funding pattern changes considerably for non-LWCF projects in the recipient communities. When funding non-LWCF recreation projects, the recipient communities used local revenues for 73 percent of the projects' budget. The remaining recreation project budget consisted of 24 percent federal revenues, and the other 3 per cent was from state or other revenues. GRAPH 15 summarizes the funding patterns for the acquisition and development of non-LWCF recreation projects in recipient communities.

2. The second issue of the finance question was to identify alternative funding sources or strategies for future recreation planning.

Through the use of the survey the alternative funding issue was addressed. The survey identified both problems associated with funding,



GRAPH 15



**SOURCES of NON-LWCF FUNDS for RECREATION ACQUISITION and DEVELOPMENT: RECIPIENTS**

as well as alternative funding strategies or sources.

Of the 30 communities surveyed, 85 per cent of them felt they would have problems in acquiring and developing recreational land and/or facilities in the future. The survey confirmed our expectation that Proposition 2-1/2 would have an impact on recreation planning and development. Almost all of the interviewed recreation officials felt Proposition 2-1/2 would greatly reduce or eliminate funds available to them for future recreation acquisitions or development.

Since it will become necessary to change funding strategies as funding patterns change, the surveyed communities were asked to identify how they would alter current funding strategies in relation to future recreation acquisition and development. Of those surveyed, 52% stated



they would use other funding mechanisms (i.e., user fees, donations) as their alternative financing strategy. Other alternative funding strategies included:\*

- o 16% would discontinue acquisition.
- o 23% would discontinue development.
- o 42% would apply for federal assistance.
- o 35% would apply for Self-Help monies.
- o 26% would use private sources.
- o 19% would apply for Urban Self-Help monies.
- o 19% would apply for "other" state monies.

In light of the potential cutbacks, both in federal and state funds available for recreation acquisition and development, surveyed communities were asked to identify other financing practices for the funding of recreation. The most frequent suggestion for alternate financing was the application of user fees for recreation facilities-- swimming pools, tennis courts, etc. Of the recreation officials surveyed 48% suggested user fees. Other suggested financing practices or mechanisms included:

- o solicitation of corporate donations
- o apply for Heritage Park funds
- o use revolving fund monies
- o lease facilities such as golf course to private groups
- o merge Parks and Recreation with the public works department

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\* The total percentage for alternative funding strategies will not total 100 percent. The percentage represents the percentage of survey officials which identified a particular funding strategy as an alternative.





- o sell non-park land; profits of the land sale would be used for recreation development
- o use volunteers for various jobs in recreation

### Conclusions

Based on the above findings of the study of past funding patterns, the following conclusions can be made:

- o cuts in LWCF funding will have a negative impact on future recreation acquisition and development
- o LWCF funds are a major part of recreation acquisition and development budgets in recipient communities
- o cities and towns are dependent on local revenues for financing recreation acquisition and development
- o Proposition 2-1/2 will have a negative impact on future recreation acquisition and development
- o towns and cities must find alternative strategies and funds for financing future recreation acquisition and development
- o the state's role in financing recreation acquisition and development is small

The importance of LWCF funding can be seen in the total acquisition and development budget for LWCF recipient towns. Since 30 percent of their total budget is made up of LWCF grants, a cut in LWCF funding will clearly have a negative effect on recreation development. These communities would be losing almost one-third of their total recreation budget for acquisition and development. It would be difficult for these cities and towns to make up federal cutbacks in LWCF funding.

Since towns and cities are already dependent on local revenues for recreation acquisition and development, both Proposition 2-1/2 and federal cutbacks will limit the cities' and towns' ability to finance future acquisition and development projects in recreation. Many of



the communities would be unable to raise additional revenues through local funding sources, especially since Proposition 2-1/2 affects their ability to raise revenues through the use of local property taxes, the dominant source of local revenues.

Changes in funding strategies will become necessary as funding patterns change. In light of the potential local and federal cutbacks in funding available for recreation, cities and towns must identify alternative funding strategies and/or identify alternative sources of funding available for future recreation planning. If alternative sources or strategies are not identified, many communities will have problems with future recreation projects because there will no longer be recreation funding available at the federal or local level.

The state's role in financing recreation acquisition and development has been small. In light of the problems communities may be facing from federal cutbacks and Proposition 2-1/2, the state's role in recreation planning may begin to change, especially if there is a severe reduction in both federal and local revenues for recreation.

### Recommendations

The following are recommendations regarding future financing for recreation acquisition and development.

- o The state should promote user fees for recreation services provided by the local governments. While user fees will probably not recover capital expenditures, they will help ease the overall burden on recreation budgets.
- o The state should pass legislation to aid in the development of other creative financing, e.g., raising the cap on the revolving fund. *Bill filed this year - going nowhere.*
- o The state should encourage municipalities to apply for alternative federal revenues to replace withdrawn LWCF money.

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- o The state should assume greater financial responsibility for planning and development in recreation.
- o The state should publicize and assist in finding creative financing schemes.

*Private sector \$\$ are creative, create \$\$!*

The above recommendations should provide a means for towns and cities to continue recreation acquisition and development. Through the use of user fees communities can raise revenues to be used for maintaining a facility or other recreation costs. But user fees, if established, should not be used as a means to exclude potential users.

Since the state has played only a minor role in both financing and promoting recreation planning and development, their role should be expanded. First of all, the state should pass legislation which encourages creative financing. Creative financing opportunities are necessary if recreation planning and development is to continue. A second area in which the state could expand its role is to assume a greater financial responsibility for recreation planning. The Self-Help and Urban Self-Help Programs should be expanded. Eligibility requirements might be adjusted so that more communities apply, or simply more funds may be placed in the two programs, so that more communities could participate in the programs.

The final method by which the state could assist communities with recreation financing is to help them locate and apply for recreation funding available under other programs. As a service to communities, the state should prepare a detailed reference on recreation planning and then make it available to cities and towns.

The final recommendation is for the state to lobby Congress to maintain the LWCF program as it is. It is an important source of recreation revenues and should continue to be used for such purposes.

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# Section 5

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## LOCAL IMPACT

### INTRODUCTION

Urban parks, open space, and recreational facilities have been identified as playing an integral role in community development.

As early as 1975, the Massachusetts Office of State Planning recommended:

In establishing funding priorities for both the Federal BOR (HCRS) and state Self-Help programs, overriding preference should be given to older urban areas. . . . Investment in recreation space and facilities ought to be viewed not simply as the provision of aesthetic amenities to urban areas, but as a direct and significant investment in the economic well-being of urban municipalities. Recreational investments ought to be used to improve the economic viability of those municipalities with the greatest need for economic revitalization and for recreation and open space resources--the older densely-settled urban areas of the Commonwealth. (Office of State Planning, 1975.)

Since 1975, there has been a dramatic shift in the distribution of LWCF grants to the older urban areas, and several of these grants were tied to larger revitalization efforts by cities and towns. This section of our report assesses the role of LWCF projects in promoting community development. To analyze the importance of LWCF projects and their potential to "leverage" private investment, we developed a case study of the Shipyard Park at the Charlestown Navy Yard, Boston, Massachusetts.

The Shipyard Park is only one part of a larger development project at the Charlestown Navy Yard (CNY), sponsored by the Boston Redevelopment Authority. We chose the Shipyard Park not as a representative LWCF project, but for the size, scope, and expected success of the development.





(The project is still under construction, although the park and an apartment complex are nearly finished and ready for public use.) The case study examines the role of the park in the CNY development, seeking to identify features that apply to other LWCF projects and events unique to the Charlestown Navy Yard.

Specifically, the major issues that we explore include:

- o how the LWCF project was used in the redevelopment plan;
- o the importance of public investment in attracting private investment;
- o the importance of the park in attracting private investment; and
- o the distribution of benefits from the development project.

These issues are discussed in turn, beginning with a brief description and history of the Charlestown Navy Yard.

#### The Charlestown Navy Yard Development Process

The 133-acre Charlestown Navy Yard is located just north of Boston in the community of Charlestown (see Figure 5 ). It is bounded on the east by Boston Harbor, on the north by the Southeast Expressway, and on the south by the National Historical Park containing the U.S.S. Constitution (see Figure 5 ). The Navy Yard was established in 1800 for the construction and repair of U.S. Naval ships. The Navy Yard grew and expanded throughout most of its operation, until 1974 when the Department of Defense closed the Yard because its facilities were outdated.

Soon after the Navy Yard was deactivated, the National Park Service took 30 acres for the U.S.S. Constitution and a companion museum. The Boston Redevelopment Authority (BRA) then got involved and tried



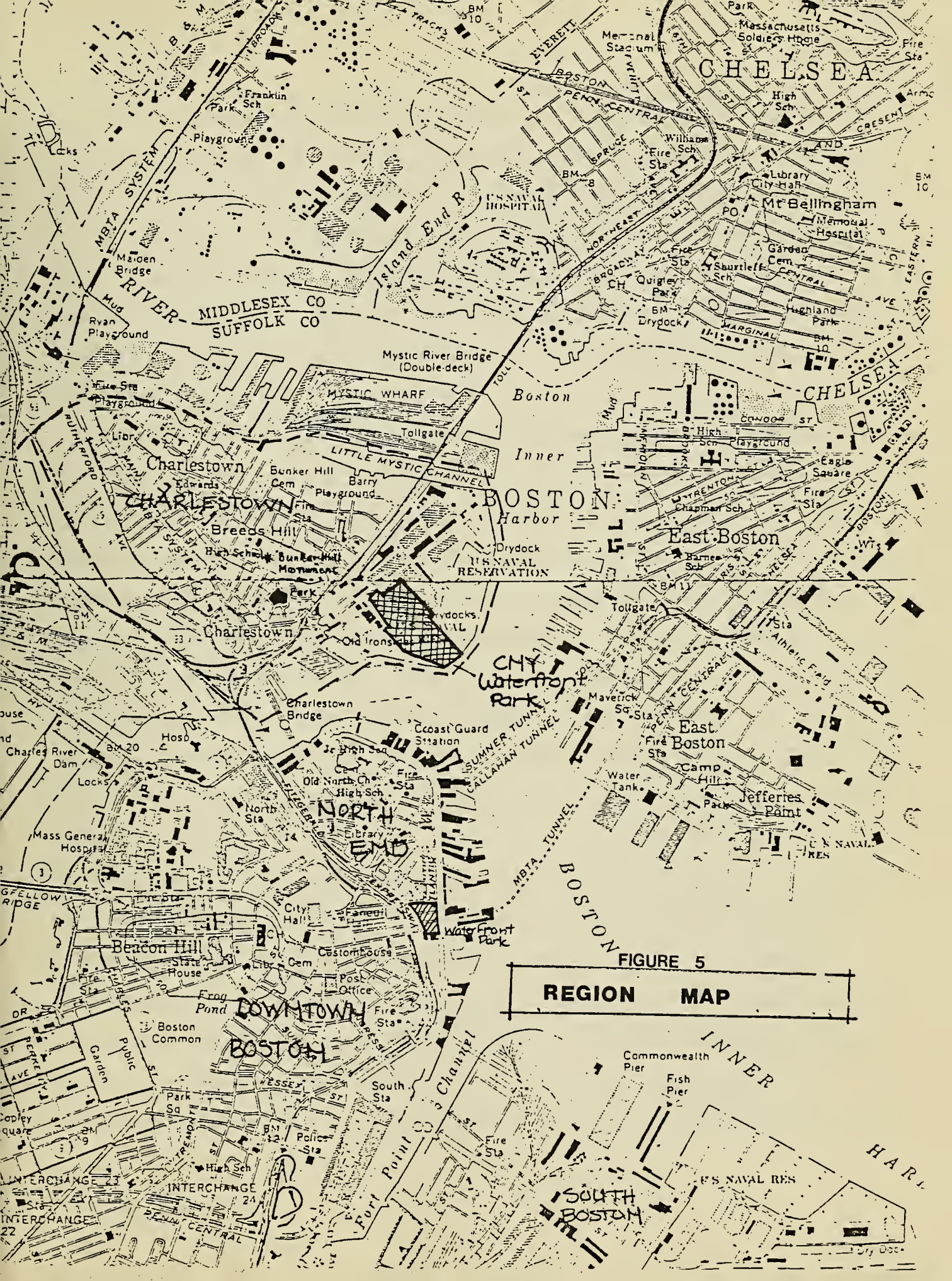


FIGURE 5  
**REGION MAP**



to market the remaining area for industrial development. This first attempt at redeveloping the CNY failed for several reasons. First, there was a relatively low demand for heavy industrial property in Boston. Second, an industrial park in South Boston siphoned off the demand that did exist. Third, the CNY was poorly served by public utilities and roads. Finally, no public money was involved, perhaps indicating a lack of a coordinated effort by a government agency to redevelop the area.

Despite this first failure, a second redevelopment plan was designed in 1975-76. The impetus for this plan resulted from the problems of locating the Kennedy Library in Cambridge. The BRA offered the Charlestown Navy Yard as an alternative site, but Columbia Point was eventually selected. The second proposal consisted of a mixed use plan for the CNY, incorporating residential, commercial, and light industrial facilities and a park, yet after the Kennedy family's decision not to use the Navy Yard, this plan also appeared doomed. It was at this point that a large development firm--Immobiliare New England--approached the BRA with tentative plans for a large housing development project.

The BRA was very interested in Immobiliare's proposals and negotiate with the firm over specific details of the project. In the meantime, the BRA got the federal government interested in the development, and managed to have the Navy Yard transferred to the BRA over a period of two years in three separate segments: a 30 acre Historic Monument Area, a 57 acre New Development Area, and the 16 acre park area. The BRA also applied for and eventually received a \$5.3 million Economic



Development Administration grant to be matched with \$2.2 million of city revenues for installing utilities and improving streets. Additionally, the BRA got approval for a \$900,000 LWCF grant that would match another \$1,400,000 EDA grant for Stage 1 construction of the Shipyard Park. About the same time that the BRA was awarded these grants, Immobiliare agreed to invest an estimated \$50 million in housing and general landscaping, provided that the firm had the development rights to the entire New Development Area.

Construction of the park, roads, and utilities, and the recycling of a former machine shop into a 367 unit apartment complex began about the same time in 1977. The BRA soon applied for and received approval for more LWCF money to partially fund Stage 2 development of the park. The BRA matched the \$500,000 LWCF grant with a \$500,000 Urban Development Action Grant. Stage 1 work on the park centered on the landscaped area, and includes a fountain plaza, children's play area, walkways, pavilion, and meadows. Stage 2 improvements include renovation of pier #4 and the construction of a public, transient marina on pier #4. Work on Stages 1 and 2 is nearly complete, and the 367 unit apartment complex is scheduled to open in June 1981.

The BRA is in the second round of awarding development rights for six buildings in the Historic Monument Area. The BRA has received 23 proposals from developers for these buildings, which are slated for retail and commercial use. The third and final stage of the Shipyard Park involves developing the area around Dry Dock 2, including a promenade and landscaping. A \$700,000 LWCF grant has been approved for Stage 3 by the Division of Conservation Services, but the funds have been frozen by the Reagan administration. It is uncertain whether the BRA will eventually receive these funds.





The park will be used primarily for passive recreation--walking, sitting, and viewing, with a small playground for children. The landscape section functions as a townsquare for the Navy Yard development. The marina will offer the public temporary mooring facilities for boats, while the Boys Club of Boston hopes to provide sailing lessons to youngsters of Boston. Overall, the park and marina will provide the only public recreational facilities near the Navy Yard residents and provide existing Charlestown residents with their only access to the waterfront. (See Appendix 7 for Park description and plan).

#### The Role of Public Investment

The current redevelopment effort looks like it might be a large success, although it is too early to be certain. Since the second attempt began only two years after the failure of the first plan, it is worthwhile to examine differences between the two plans. As mentioned above, the first attempt failed largely because of insufficient demand for heavy industrial property. The second plan incorporated mixed uses of the area, and there appears to be enough demand for residential and commercial property to make the redevelopment profitable. But demand pressures alone probably were not sufficient to start the redevelopment process. The capital requirements for recycling the old buildings and for installing the park and public improvements would have discouraged even the most speculative developer. The question, then, is what secured the commitment from Immobiliare to invest a substantial amount in such a blighted area?

To provide insights to this question, we looked first at the role of the public investment and then specifically at the role of the Shipyard Park. As noted, when Columbia Point was chosen for the



site of the Kennedy Library, the BRA had a comprehensive plan for the CNY, but no public or private investment of any type. Immobiliare then approached the BRA with an interest in constructing rental and condominium housing, but they were concerned about the lack of sewer facilities, street improvements, and amenities. According to Dick Bonz, Development Consultant for Immobiliare during this time, there was "no way Immobiliare could get the upfront money" for the public improvements. Consequently, Immobiliare negotiated with the BRA on the possibility and extent of public investment. This prompted the BRA to find sources of public funds, and it eventually lined up a package of city, EDA, and LWCF monies for the park and public improvement

These federal grants appear to have been critical in getting the Navy Yard project going. Paul Kelly, the Navy Yard Project Administrator for the BRA, said that he wasn't aware of any alternative funds available for the public improvements; "there wasn't another pot of (public) money." The initial public investment, then, consisted of \$10.3 million: \$7.5 million for utilities and road improvements and \$2.3 million for Stage 1 construction of the park. This \$10.3 million got an estimated \$50 million commitment from Immobiliare, which has since grown to \$150 million.

To summarize, the public improvements at the Navy Yard appear to have been a necessary step in attracting the Immobiliare investment. Moreover, the federal grants played a decisive role, as there were no alternative sources of funding. Thus, in large redevelopment projects, public investment may be a prerequisite to private involvement, particularly when the redevelopment involves such an enormous upgrading as the Navy Yard project does. As Jeff Bullen, current Project Manager for



Immobiliare, puts it: "The money the BRA received was instrumental" and "no developer would take on this type of project without the public improvements."

### The Role of the Shipyard Park

We turn now to the issue of the importance of the Shipyard Park in promoting the CNY development. It appears that public involvement was essential for the private investment. It is less clear, however, whether the park itself provided the catalyst for development. While installing utilities and improving roads may be mundane by comparison, they could be more important for getting a redevelopment project started.

The evidence suggests that the park did play a significant role, and from the very beginning of the second development effort. One indication of the importance of the park occurred during the initial negotiations between the BRA and Immobiliare. The BRA's plan called for building #42 (the first building renovated) to be recycled into a hotel. Since the Shipyard Park is adjacent to building #42, Immobiliare sought the BRA's approval to change the hotel to apartments. Dick Bonz explained that "(Immobiliare) needed an edge to establish the development" and wanted to use the park and apartments in tandem as the focal point of the New Development Area. The long construction period and capital requirements prevented Immobiliare from recycling the area in one phase; consequently, by offering the prospective tenants an attractive park on the waterfront, Immobiliare could begin piecemeal development and thus lower the overall risk of the project.

Moreover, the Shipyard Park represented good faith efforts by the BRA to continue development. Paul Kelly of the BRA believes that



the Shipyard Park

... being as big as it is and being completed at the same time the first building is coming up for rental, provides ... assurances that the commitments have been made by the city, the federal government, and the state to keep this project moving. In that way, it (the Shipyard Park) is a very visible assurance.

Although Immobiliare has plans to construct an outdoor swimming pool, tennis courts, and a private marina, the Shipyard Park will provide the only usable open space and recreation site in the Navy Yard when the apartments are first occupied. In this sense, the park offers a valuable amenity to residents of the Navy Yard that would not otherwise have been available. To say that the Shipyard Park was critical to starting the development project is perhaps too strong a statement. But the park (and the LWCF grants) did play an important role in getting Immobiliare committed, and it serves as the centerpiece for the Navy Yard project.

#### Community Development for Whom?

While the Navy Yard has a long way to go before it can be termed a successful redevelopment project, there are strong indications that the Navy Yard will be transformed from a blighted industrial area into a profitable extension of the waterfront district, Boston's hottest residential and commercial property. But since the Shipyard Park is one of the largest LWCF projects, the distribution of the benefits is a particularly important issue to explore.

It should be stressed that the project involves conversion of outdated industrial property to commercial and residential property, so there will be no problems of high income households displacing those





with lower incomes. The future residents of the Navy Yard will, however be of a significantly higher socioeconomic group than the current residents of Charlestown. Rents for studio and one-bedroom apartments will start at \$400 and \$650 per month, while no condominium will sell for under \$100,000. These prices are far too high for most Charlestown residents, so it is unlikely that any will move into the new housing units.

Perhaps most importantly, the Shipyard Park is located immediately next to the renovated housing, but one-third to one-half of a mile away from the existing residential area of Charlestown. Thus, the park will be more convenient to future Navy Yard residents than to current Charlestown residents. Access to the Navy Yard is obstructed physically and visually by the Southeast Expressway. To get to the Navy Yard from Charlestown, people have to go under the expressway and enter through one of two gates (one of which will not be open for quite a while). The expressway and harbor help create a self-contained community at the Navy Yard, cut off from the rest of Charlestown. This physical separation could be exacerbated by the socioeconomic gap between the moderate income households of Charlestown and the higher income households of the Navy Yard. Furthermore, the physically separate and economically distinct Navy Yard will prevent redevelopment from easily spreading into neighboring areas of Charlestown.

To be sure, the Shipyard Park will provide Charlestown residents with access to the waterfront for the first time since the early 1800's. Also, young people of Charlestown should be able to take advantage of the sailing lessons at the public marina. But for the most part,



the Shipyard Park offers only passive recreational services, and is especially convenient for residents of the Navy Yard and tourists at the U.S.C. Constitution. Gus Charbonnaire, a former member of the Charlestown Navy Yard Citizens Advisory Committee, supports this conclusion. He believes the Shipyard Park is a "lovely place," but he "can't picture the community (Charlestown) getting great benefits from the development," and he and the Committee continue to be "concerned about access to the park." Since the Shipyard Park is not yet open to the public, we cannot tell for certain how frequently Charlestown residents will use the park facilities. Yet it is difficult to see how there will be an equitable distribution of the benefits from the development of the Shipyard Park.

#### Recommendations

1. The state should continue to target LWCF grants to urban areas and encourage cities and towns to use LWCF money in community development projects, where feasible.

It appears that the Navy Yard project will mirror the waterfront development. If so, much of the Navy Yard's success could be attributed to the LWCF park. The state should be cautious, however, about approving projects that have little chance for success or that would be merely a pleasant side-attraction for a wealthy development.

2. The state should adopt procedures for ensuring an equitable distribution of LWCF project benefits within a municipality.

The state could pursue several options for preventing only one group or class of citizens in a city enjoying the benefits of a project.



These options include:

- o a requirement for open space plans to include a detailed analysis of the needs of different neighborhoods within the city or town;
- o a subjective point distribution in the rating system for the location of a project near an especially needy neighborhood; and
- o a section in the LWCF project proposal that analyzes the distribution of the benefits of the recreation facility.

We recognize that these measures alone may not ensure that LWCF project benefits will be shared equitably within a city. But they may help to prevent the funneling of project benefits to a higher income group, such as what is occurring at the Navy Yard. Also, SCORP and the local open space plans seem inadequate in dealing with this problem. In fact, several policies in SCORP and the Metropolitan Area Planning Council's Open Space Plan for Boston were cited in support of the Navy Yard project (see Appendix and Appendix ). These recommendations therefore may strengthen the state's position to have recreation services provided to all groups of citizens.

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# APPENDICES





EQUITY MEASURE: DENSITY

Massachusetts Population		LWCF Funded Cities and Towns				
Range	# Cities/Towns	Population	% Total	# Cities/Towns	Population	% Total
0-800	242 (68.9%)	1249930	21.9	9 (17%)	97754	3.11
801-1600	47 (13.39%)	1012850	17.75	11 (20.75)	323294	10.29
1601-2400	15 (4.27%)	353530	6.19	4 (7.54%)	122851	3.91
2401-3200	14 (3.99%)	553355	9 8.70	7 (13.2%)	382271	12.71
3201-4000	4 (1.14%)	123005	2.16	0	0	0
Greater than 4001	29 (8.26%)	2413470	42.3	22 (41.51%)	2214040	70.5
TOTAL	351 100%	5706140	100%	53 100%	3140210	100%

Range	Total LWCF Dollars	%	Dollars per Capita
0-800	1132730	3.91	11.59
801-1600	1965334	6.79	6.08
1601-2400	1059449	3.66	8.62
2401-3200	2185164	7.54	5.72
3201-4000	0	0	0
Greater than 4001	22621473	78.1	10.22
TOTAL	28964150	100%	



EQUITY MEASURE: Percent Below Poverty Level

Massachusetts Population		Funded Cities and Towns				
PERCENT BELOW POVERTY LEVEL	#Towns & Cities	Population	%Total	#Cities & Towns	Population	%Total
0-4%	53 (15.1%)	399451	7	3 (5.6%)	43346	1.38
4.1-8%	125 (35.5)	1814860	31.8	13 (24.5%)	454439	14.47
8.1-12%	108 (30.8%)	1351110	23.68	19 (35.9%)	830110	26.43
12.1-16%	56 (16%)	1131340	19.83	12 (22.6%)	934357	29.75
Greater Than 16%	9 (2.6%)	1009380	17.69	6 (11.3%)	877965	27.96
TOTAL	351 100%	5706139	100%	53 100%	3140217	100%

Percent Below Poverty Level	Total LWCF Dollars	Percent	Dollars PerCapita
0-4%	205351	.71	4.74
4.1-8%	2620807	9.05	5.77
8.1-12%	7961507	27.49	9.59
12.1-16%	10465157	36.13	11.20
Greater Than 16%	7711328	26.62	8.78
TOTAL	\$28964150	100%	

EQUITY MEASURE DATA



EQUITY MEASURE: Median Income

Massachusetts Population		LWCF Funded Cities and Towns				
MEDIAN INCOME	#Cities & Towns	Population	% Total	# Cities & Towns	Population	% Total
0-6000	21 (5.6%)	855217	15%	3 (6%)	771096	24.5
6001-9000	152 (43%)	2212690	38.8	29 (54%)	1593630	50.7
9001-12000	138 (39%)	2106237	36.9	16 (30%)	679805	21.6
12001-15000	28 (8.0%)	421660	7.4	4 (8%)	90461	2.9
Greater Than 15001	12 (3.4%)	110336	1.93	1 (2%)	5225	.2
TOTAL	351	5706140	100%	53	3140217	100%

Total LWCF Dollars

MEDIAN INCOME	POPULATION	% TOTAL	
		POPULATION	Dollars Per Capita
0-6000	7346291	25.4	9.53
6001-9000	15898009	54.9	9.98
9001-12000	5227525	18.05	7.69
12001-15000	333791	1.15	3.69
Greater Than 15001	158534	.5	30.34
TOTAL	28964150	100%	

EQUITY MEASURES - DATA



EQUITY MEASURE: DATA: Equalized Valuation Per Capita

Massachusetts Population				Funded Cities and Towns		
Median Income Range	#Cities & Towns	Population	% Total	# Cities & Towns	Population	% Total
0-6000	93	3071780	53.8	27	2350660	74.8
6001-12000	143	1965860	34.4	22	727827	23.2
12001-18000	59	386981	6.8	2	42630	1.4
18001-24000	22	119262	2.1	0	0	0
24001-30000	12	73984	1.3	1	12636	.4
Greater Than 30001	22	88275	1.6	1	6454	.2
TOTAL	351	5706139	100%	53	3140217	100%

Median Income Range	Total LWCF Dollars	% Total	Dollars Per Capita	
			Total	Per Capita
0-6000	23719575	81.9		10.09
6001-12000	4693731	16.2		6.45
12001-18000	451534	1.6		10.59
18001-24000	0	0		0
24001-30000	74310	.2		5.88
Greater Than 30001	250000	.1		3.87
TOTAL	28964150	100%		

EQUITY MEASURES





EQUITY MEASURE: DATA: Equalized Valuation Per Capita

Massachusetts Population				Funded Cities and Towns		
Median Income Range	#Cities & Towns	Population	% Total	# Cities & Towns	Population	% Total
0-6000	93	3071780	53.8	27	2350660	74.8
6001-12000	143	1965860	34.4	22	727827	23.2
12001-18000	59	386981	6.8	2	42630	1.4
18001-24000	22	119262	2.1	0	0	0
24001-30000	12	73984	1.3	1	12636	.4
Greater Than 30001	22	88275	1.6	1	6454	.2
TOTAL	351	5706139	100%	53	3140217	100%

Median Income Range	Total LWCF Dollars	% Total	Dollars Per Capita	
			Total	Per Capita
0-6000	23719575	81.9	10.09	
6001-12000	4693731	16.2	6.45	
12001-18000	451534	1.6	10.59	
18001-24000	0	0	0	
24001-30000	74310	.2	5.88	
Greater Than 30001	250000	.1	3.87	
TOTAL	28964150	100%		

EQUITY MEASURES



Equity Measure Data: Percent Minority  
 Massachusetts Population

Equity Measure Data: Percent Minority Massachusetts Population		Funded Cities and Towns				
%Pop. Minority	# Cities/Towns	Pop.	%Total	# Cities/Towns	Population	%Total
0-.5	145 (41.3%)	1158980	20.31	9 (17%)	213207	6.79
.51-1	102 (29.06%)	1313200	23.01	14 (26.4%)	451690	14.38
1.01-1.5	43 (12.25%)	875795	15.35	12 (22.6%)	583190	18.57
1.51-2	13 (3.7%)	370384	6.49	4 (7.57%)	252710	8.01
Greater Than 2.	48 (13.68%)	1987780	34.84	14 (26.4)	1639420	52.21
TOTAL	351	5706139		53	3140217	

%Pop. Minority	Total LWCF	%	Dollars Per Capita	Massachusetts Pop. (Omitting Boston)	Total Dollars	%	Dollars Per Capita
0-.5	2856757	9.86	13.40	213207	2856757	11.98	13.40
.51-1	3326107	11.48	7.36	451690	3326107	13.95	7.36
1.01-1.5	5123833	17.69	8.79	583190	5123833	21.49	8.79
1.51-2	2185604	7.55	8.65	252710	2185604	9.17	8.65
Greater Than 2%	15471849	53.42	9.44	998349	10354878	43.42	10.37
TOTAL	28964150	100%		2499146	2499146	100%	

EQUITY MEASURES



APPENDIX 4  
STATISTICAL TESTS

Chi Squared		
Number Funded Cities & Towns and Number Unfunded Cities & Towns		
By:	Chi Square Value	Significant @ .10
Density:	126.11	*
Median Income	3.83	
% Below Poverty Level	24.71	*
Equalized Valuation Per Capita	26.67	*
% Minority	24.51	*

Regressions:  $Y = a + bx$

Dependent Variable	Independent Variable (median value of each class of:)	Coefficient (t-ratio)	R <sup>2</sup>	Significant @.10
<u>No. Funded Towns</u> No. Massachusetts Towns	(A <sub>1</sub> ) Density	$2 \times 10^{-4}$ (4.1)	.95	*
	(A <sub>2</sub> ) Density <sup>2</sup>	$-1 \times 10^{-8}$ (-2.1)		*
	(B) Median Income	$-6.2 \times 10^{-6}$ (-1.55)	.26	*
	(C) Percent Below Poverty Level	.04 (2.75)	.72	*
	(D) Equalized Valuation PerCapita	$-2.0 \times 10^{-6}$ (-.73)	.11	
	(E) Percent Minority	.08 (2.05)	.58	*

STATISTICAL TESTS



Dependent Variable (X)	Independent Variable (Y)	Coefficient (t-ratio)	R <sup>2</sup>	Significant at .10
#3  <u>Funded Population</u> Massachusetts Population	(A <sub>1</sub> ) Density	$2.7 \times 10^{-4}$ (3.9)	.94	*
	(A <sub>2</sub> ) Density <sup>2</sup>	$-2 \times 10^{-8}$ (-2.3)		*
	(B) Median Income	$-8.8 \times 10^{-5}$ (-9.0)	.96	*
	(C) Percent Below Poverty Level	.06 (7.26)	.95	*
	(D) Equalized Valuation per Capita	$-6.2 \times 10^{-6}$ (-.89)	.17	
	(E) Percent Minority	.22 (3.33)	.79	*

#4  Dollars per Capita	(A <sub>1</sub> ) Density	$1.4 \times 10^{-3}$ (.47)		
	(A <sub>2</sub> ) Density <sup>2</sup>	$-1.0 \times 10^{-7}$ (-.27)	.21	
	(B) Median Income	$1.3 \times 10^{-3}$ (.99)	.25	
	(C) Percent Below Poverty Level	.38 (2.3)	.64	*
	(D) Equalized Valuation per Capita	$2.09 \times 10^{-5}$ (-.196)	.0095	
	(E) Percent Minority	-.63 (-.52)	.08	

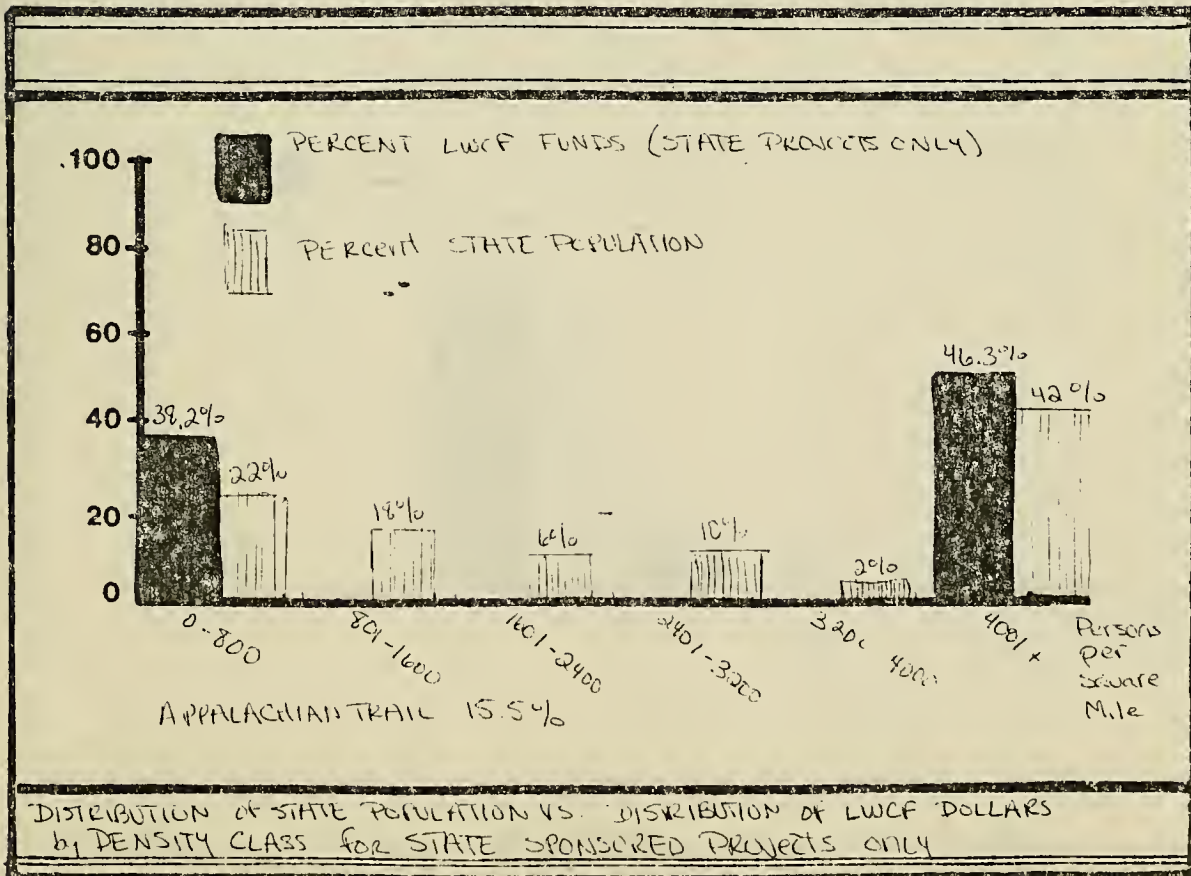
STATISTICAL TESTS - CONTINUED



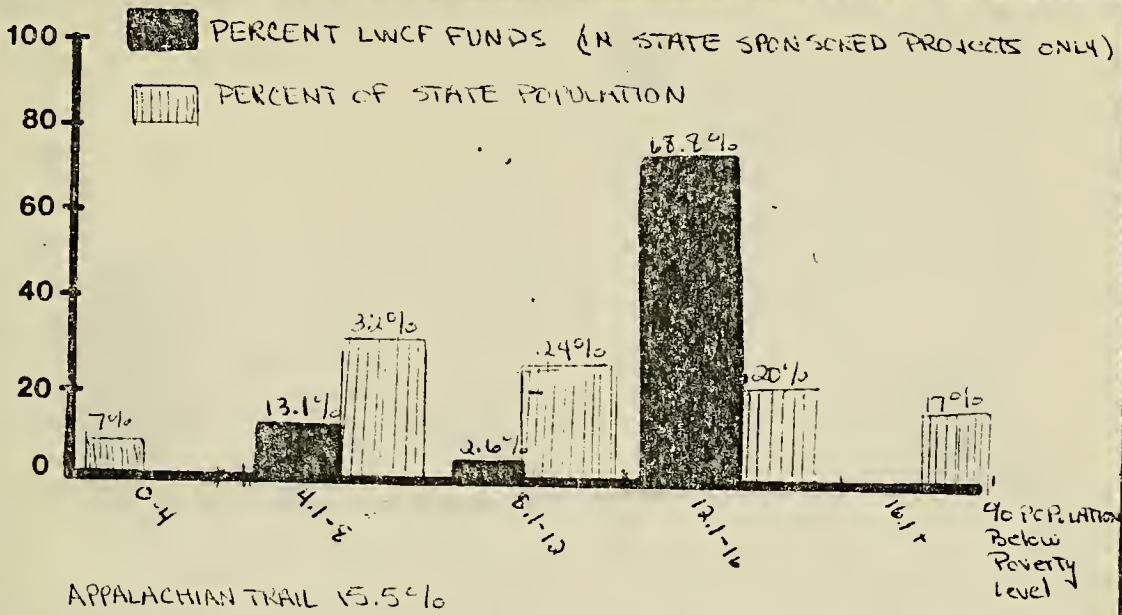


# APPENDIX 5

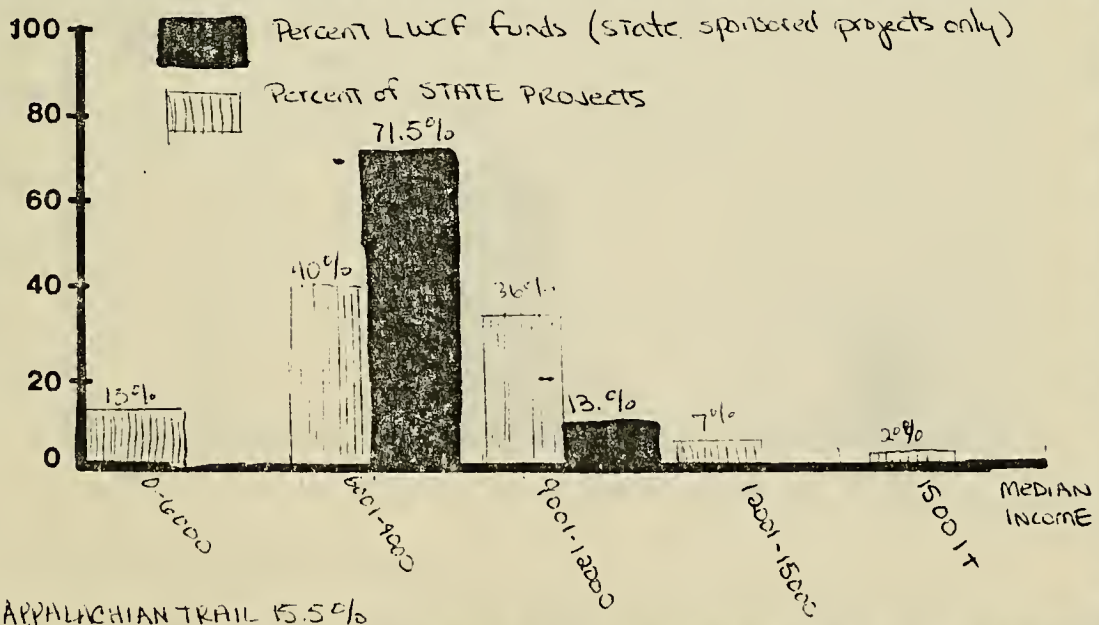
## EQUITY: STATE SPONSORED PROJECTS





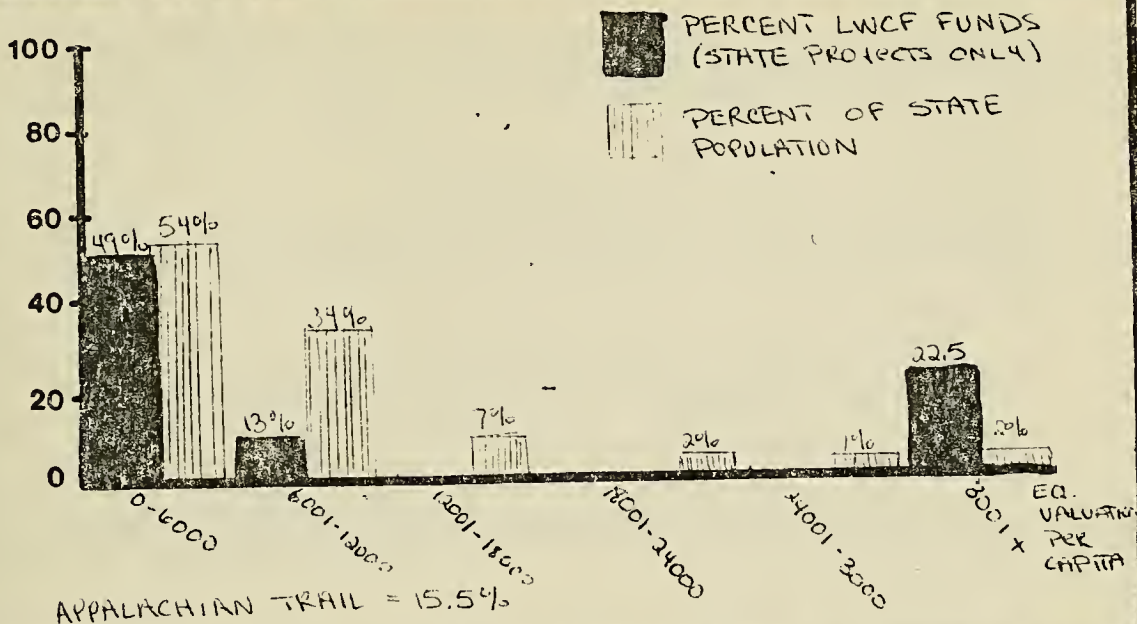


DISTRIBUTION OF STATE POPULATION VS. DISTRIBUTION OF LWCF DOLLARS by % BELOW POVERTY LEVEL FOR STATE PROJECTS ONLY

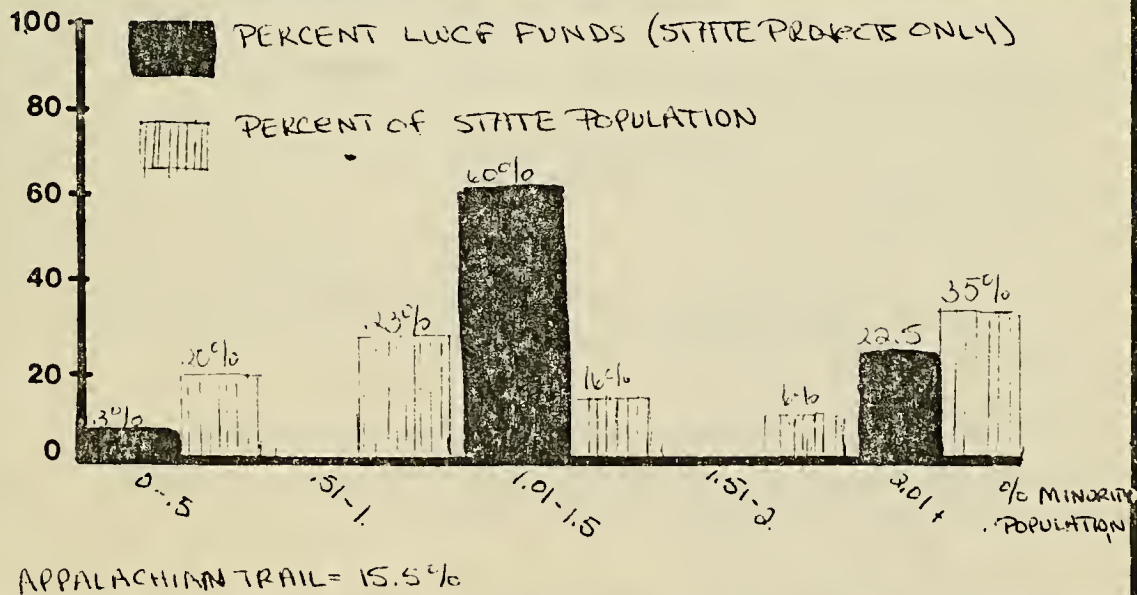


DISTRIBUTION OF STATE POPULATION VS. DISTRIBUTION OF LWCF DOLLARS by MEDIAN INCOME CLASS FOR STATE SPONSORED PROJECTS ONLY





DISTRIBUTION OF STATE POPULATION VS. DISTRIBUTION OF LWCF DOLLARS BY EQUALIZED VALUATION PER CAPITA FOR STATE PROJECTS ONLY



DISTRIBUTION OF STATE POPULATION VS. DISTRIBUTION OF LWCF DOLLARS BY % MINORITY POPULATION



APPENDIX 6  
SURVEY

Funded

(1) Since January, 1975, has your city or town acquired or developed recreational land or facilities without Land and Water Conservation Fund (LWCF) money?

Yes \_\_\_\_\_ No \_\_\_\_\_

(2) If yes, how many non-LWCF recreational facilities have been developed since January, 1975:

\_\_\_\_\_

(3) What kinds of facilities were developed?

(4) How many acquisitions of non-LWCF recreational land have been made since January, 1975?

\_\_\_\_\_

(5) How many acres were acquired since January, 1975?

\_\_\_\_\_ acres

(6) What was the approximate total amount of expenditures for the acquisition and development of these projects since 1975?

acquisition \$ \_\_\_\_\_  
development \$ \_\_\_\_\_

(7) For the acquisition of recreational land, how much funding came from each of the following sources?

LOCAL SOURCES: \$ \_\_\_\_\_ general revenues/appropriations  
\$ \_\_\_\_\_ earmarked tax levy  
\$ \_\_\_\_\_ bonds  
\$ \_\_\_\_\_ other (Please specify)  
\_\_\_\_\_  
\_\_\_\_\_

STATE SOURCES: \$ \_\_\_\_\_ Self-Help  
\$ \_\_\_\_\_ Urban Self-Help  
\$ \_\_\_\_\_ other (Please specify)  
\_\_\_\_\_  
\_\_\_\_\_

FEDERAL SOURCES: \$ \_\_\_\_\_ Urban Development Action Grant (UDAG)  
\$ \_\_\_\_\_ Community Development Block  
Grant (CDBG)  
\$ \_\_\_\_\_ Urban Parks and Recreation Recovery  
Program (UPARR)  
\$ \_\_\_\_\_ other (Please specify)  
\_\_\_\_\_  
\_\_\_\_\_





(8) For the development of recreational facilities, how much funding came from each of the following sources?

LOCAL SOURCES: \$ \_\_\_\_\_ general revenues/appropriations  
\$ \_\_\_\_\_ earmarked tax levy  
\$ \_\_\_\_\_ bonds  
\$ \_\_\_\_\_ other (please specify)  
\_\_\_\_\_  
\_\_\_\_\_

STATE SOURCES: \$ \_\_\_\_\_ Self-Help  
\$ \_\_\_\_\_ Urban Self-Help  
\$ \_\_\_\_\_ other (please specify)  
\_\_\_\_\_  
\_\_\_\_\_

FEDERAL SOURCES: \$ \_\_\_\_\_ Urban Development Action Grant (UI  
\$ \_\_\_\_\_ Community Development Block  
Grant (CDBG)  
\$ \_\_\_\_\_ Urban Parks and Recreation Recover  
Program (UPARR)  
\$ \_\_\_\_\_ other (please specify)  
\_\_\_\_\_  
\_\_\_\_\_

#### PROCEDURES

(9) Did you have difficulties in complying with the application requirements for the LWCF program?

Yes \_\_\_\_\_ No \_\_\_\_\_

(10) If yes, what application requirements were most troublesome?

(11) Why were these requirements troublesome?

(12) Once accepted as a recipient of the LWCF grant, did you have any problems with the operation of the grant?

Yes \_\_\_\_\_ No \_\_\_\_\_

(13) If yes, please explain the problems that you had.

#### OPERATION AND MAINTENANCE

(14) Prior to January 1981, has your community had sufficient funding to adequately operate and maintain LWCF parks and facilities?

Yes \_\_\_\_\_ No \_\_\_\_\_



(15) Do you foresee problems in obtaining funds for the continued operation and maintenance of LWCF parks and facilities?

Yes \_\_\_\_\_ No \_\_\_\_\_

For non-LWCF parks and facilities?

Yes \_\_\_\_\_ No \_\_\_\_\_

(16) If yes, how do you propose to alter current funding practices for more operation and maintenance?

- \_\_\_\_\_ Modify operation and maintenance practices
- \_\_\_\_\_ reduce operation and maintenance expenditures
- \_\_\_\_\_ discontinue acquisition
- \_\_\_\_\_ discontinue development
- \_\_\_\_\_ creative financing (Please specify)

\_\_\_\_\_ Other \_\_\_\_\_

FUTURE ACQUISITION AND DEVELOPMENT

(17) Do you have plans for acquiring and developing recreational facilities and land in the next five years?

Development: Yes \_\_\_\_\_ No \_\_\_\_\_  
Acquisition: Yes \_\_\_\_\_ No \_\_\_\_\_

(18) Do you foresee financial problems in acquiring and developing recreational land and facilities in the future?

Yes \_\_\_\_\_ No \_\_\_\_\_

(19) If yes, how do you plan to alter your current funding strategies?

- \_\_\_\_\_ discontinue acquisition
- \_\_\_\_\_ discontinue development
- \_\_\_\_\_ apply for federal assistance
- \_\_\_\_\_ use general revenues/appropriations
- \_\_\_\_\_ use bonds
- \_\_\_\_\_ apply for Self-Help
- \_\_\_\_\_ apply for Urban Self-Help
- \_\_\_\_\_ apply for other state assistance (please specify)

\_\_\_\_\_ Private sources \_\_\_\_\_

\_\_\_\_\_ Other financing mechanisms (please specify) \_\_\_\_\_



Denied

1. Since January, 1975, has your city or town acquired or developed recreational land and/or facilities?

Yes \_\_\_\_\_ No \_\_\_\_\_

2. If yes, how many recreational facilities have been developed since January, 1975?

\_\_\_\_\_

3. What kinds of facilities were developed?

4. How many acquisitions of recreational land occurred since January, 1975?

\_\_\_\_\_

5. How many acres were acquired for recreational purposes since January 1975?

\_\_\_\_\_

6. What was the approximate amount of total expenditures for the acquisition and development of these projects since 1975?

Acquisition: \$ \_\_\_\_\_  
Development: \$ \_\_\_\_\_

7. For the acquisition of recreational land, how much funding came from each of the following sources?

LOCAL SOURCES:

\$ \_\_\_\_\_ general revenues/appropriations  
\$ \_\_\_\_\_ earmarked tax levy  
\$ \_\_\_\_\_ bonds  
\$ \_\_\_\_\_ Other \_\_\_\_\_  
\_\_\_\_\_

STATE SOURCES:

\$ \_\_\_\_\_ Self-Help  
\$ \_\_\_\_\_ Urban Self-Help  
\$ \_\_\_\_\_ Other \_\_\_\_\_  
\_\_\_\_\_



FEDERAL SOURCES:

\$ \_\_\_\_\_ Urban Development Action Grants (UDAG)  
\$ \_\_\_\_\_ Community Development Block Grants (CDBG)  
\$ \_\_\_\_\_ Urban Parks and Recreation Recovery Program  
(UPARR)  
\$ \_\_\_\_\_ Other \_\_\_\_\_

8. For the development of recreational facilities, how much funding came from each of the following sources?

LOCAL SOURCES:

\$ \_\_\_\_\_ general revenues/appropriations  
\$ \_\_\_\_\_ earmarked tax levy  
\$ \_\_\_\_\_ bonds  
\$ \_\_\_\_\_ other \_\_\_\_\_

STATE SOURCES:

\$ \_\_\_\_\_ Self-Help  
\$ \_\_\_\_\_ Urban Self-Help  
\$ \_\_\_\_\_ Other \_\_\_\_\_

FEDERAL SOURCES:

\$ \_\_\_\_\_ Urban Development Action Grants (UDAG)  
\$ \_\_\_\_\_ Block Grants (CDBG)  
\$ \_\_\_\_\_ Urban Parks and Recreation Recovery Program  
(UPARR)  
\$ \_\_\_\_\_ Other \_\_\_\_\_

9. How many times have you applied for grants from the Land and Water Conservation Fund Program?

\_\_\_\_\_

10. Did you have difficulty complying with the application requirements for the LWCF program?

Yes \_\_\_\_\_ No \_\_\_\_\_

11. If yes, what application requirements were troublesome?

12. Why was this requirement troublesome?

13. As far as you know, why were you denied funding from the LWCF program?





14. Would you apply again?

Yes \_\_\_\_\_ No \_\_\_\_\_

15. Did you finance the projects that were denied funding?

Yes \_\_\_\_\_ No \_\_\_\_\_

16. What were the sources of funding?

FUTURE

17. Do you have plans for the acquisition and/or development of recreational land and facilities in the next five years?

Acquisition: Yes \_\_\_\_\_ No \_\_\_\_\_  
Development: Yes \_\_\_\_\_ No \_\_\_\_\_

18. Do you foresee financial problems in acquiring and developing recreational land and/or facilities in the future?

Yes \_\_\_\_\_ No \_\_\_\_\_

19. If yes, how do you plan to alter your current funding strategies?

- \_\_\_\_\_ discontinue acquisition
- \_\_\_\_\_ discontinue development
- \_\_\_\_\_ apply for federal assistance
- \_\_\_\_\_ use general revenues/appropriations
- \_\_\_\_\_ use bonds
- \_\_\_\_\_ apply for Self-Help
- \_\_\_\_\_ apply for Urban Self-Help
- \_\_\_\_\_ apply for other state assistance (Please specify)
- \_\_\_\_\_ Private sources (Please specify) \_\_\_\_\_
- \_\_\_\_\_ Other financing mechanisms (Please specify) \_\_\_\_\_

20. Prior to January 1981, has your community had sufficient funding to operate and maintain its parks and recreational facilities?

Yes \_\_\_\_\_ No \_\_\_\_\_

21. Do you foresee problems in obtaining funds for operation and maintenance of recreational facilities?

Yes \_\_\_\_\_ No \_\_\_\_\_



22. If yes, how will you alter your current funding practices for more operation and maintenance?

- modify operation and maintenance expenditures
- reduce operation and maintenance expenditures
- discontinue acquisition
- discontinue development
- creative financing (please specify)
- \_\_\_\_\_
- \_\_\_\_\_
- Other



Non-Applicant

(1) Are you aware of the Land and Water Conservation Fund Program?

Yes \_\_\_\_\_ No \_\_\_\_\_

(2) If yes, please check the reasons why you have not applied for funding:

- \_\_\_\_\_ Sufficient local funds to accomplish recreational and open space objectives
- \_\_\_\_\_ Sufficient funding from state and federal sources (e.g., Self-Help, Urban Self-Help, Urban Development Action Grants, Community Development Block Grants)
- \_\_\_\_\_ Past rejections discouraged additional applications
- \_\_\_\_\_ Felt that planned projects would not be selected for funding
- \_\_\_\_\_ Felt that project would not be selected because of low demographic rating
- \_\_\_\_\_ Do not have an open space plan
- \_\_\_\_\_ Application process too burdensome (e.g., insufficient time, technical capacity)
- \_\_\_\_\_ Other (please specify)

(3) Since January 1975, has your city or town acquired or developed recreational land and/or facilities?

Yes \_\_\_\_\_ No \_\_\_\_\_

(4) If yes, how many recreational facilities have been developed since January, 1975?

\_\_\_\_\_

(5) What kinds of facilities were developed?

(6) Are these facilities open to the general public?

Yes \_\_\_\_\_ No \_\_\_\_\_

(7) Are they open to non-residents?

Yes \_\_\_\_\_ No \_\_\_\_\_

(8) How many acquisitions of recreational land were made since January 1975?

\_\_\_\_\_



(9) How many acres were acquired?

\_\_\_\_\_ acres

(10) What was the approximate amount of total expenditures for the acquisition and development of these projects since 1975?

Acquisition: \$ \_\_\_\_\_  
Development: \$ \_\_\_\_\_

(11) For the acquisition of recreational land, how much funding came from each of the following sources (since 1975)?

LOCAL SOURCES: \$ \_\_\_\_\_ general revenues/appropriations  
\$ \_\_\_\_\_ earmarked tax levy  
\$ \_\_\_\_\_ bonds  
\$ \_\_\_\_\_ other (please specify)  
\_\_\_\_\_  
\_\_\_\_\_

STATE SOURCES: \$ \_\_\_\_\_ Self-Help  
\$ \_\_\_\_\_ Urban Self-Help  
\$ \_\_\_\_\_ Other (please specify)  
\_\_\_\_\_  
\_\_\_\_\_

FEDERAL SOURCES: \$ \_\_\_\_\_ Urban Development Action Grant (UD  
\$ \_\_\_\_\_ Community Development Block  
Grant (CDBG)  
\$ \_\_\_\_\_ Urban Parks and Recreation Recover  
Program (UPARR)  
\$ \_\_\_\_\_ Other  
\_\_\_\_\_  
\_\_\_\_\_

(12) For the development of recreational facilities, how much funding came from each of the following sources (since 1975)?

LOCAL SOURCES: \$ \_\_\_\_\_ general revenues/appropriations  
\$ \_\_\_\_\_ earmarked tax levy  
\$ \_\_\_\_\_ bonds  
\$ \_\_\_\_\_ Other (please specify)  
\_\_\_\_\_  
\_\_\_\_\_

STATE SOURCES: \$ \_\_\_\_\_ Self-Help  
\$ \_\_\_\_\_ Urban Self-Help  
\$ \_\_\_\_\_ Other (please specify)  
\_\_\_\_\_  
\_\_\_\_\_





FEDERAL SOURCES: \$ \_\_\_\_\_ UDAG  
 \$ \_\_\_\_\_ CDBG  
 \$ \_\_\_\_\_ UPARR  
 \$ \_\_\_\_\_ Other (please specify)  
 \_\_\_\_\_  
 \_\_\_\_\_

FUTURE ACQUISITION AND DEVELOPMENT

(13) Do you have plans for the acquisition and/or development of recreational land and facilities in the next five years?

Yes \_\_\_\_\_ No \_\_\_\_\_

(14) Do you foresee financial problems in acquiring and developing recreational land and/or facilities in the future?

Yes \_\_\_\_\_ No \_\_\_\_\_

(15) If yes, how do you plan to alter your current funding strategies?

- \_\_\_\_\_ discontinue acquisition
- \_\_\_\_\_ discontinue development
- \_\_\_\_\_ apply for federal assistance (please specify) \_\_\_\_\_
- \_\_\_\_\_ apply for Self-Help
- \_\_\_\_\_ apply for Urban Self-Help
- \_\_\_\_\_ apply for other state assistance (please specify) \_\_\_\_\_
- \_\_\_\_\_ use general revenues/appropriations
- \_\_\_\_\_ use bonds
- \_\_\_\_\_ use private sources (please specify) \_\_\_\_\_
- \_\_\_\_\_ Other (please specify) \_\_\_\_\_

(16) Prior to January 1981, has your city/town had sufficient funding for the operation and maintenance of its parks and recreational facilities?

Yes \_\_\_\_\_ No \_\_\_\_\_

(17) Do you foresee problems in obtaining funding for the operation and maintenance of recreational facilities?

Yes \_\_\_\_\_ No \_\_\_\_\_

(18) If yes, how do you plan to alter current funding practices for more operation and maintenance?

- \_\_\_\_\_ modify operation and maintenance practices
- \_\_\_\_\_ reduce operation and maintenance expenditures
- \_\_\_\_\_ discontinue acquisition
- \_\_\_\_\_ discontinue development
- \_\_\_\_\_ creative financing (please specify) \_\_\_\_\_
- \_\_\_\_\_ Other \_\_\_\_\_



## APPENDIX 7

### Project Design

The construction of the park was proposed to be done in 3 phases. Phases 1 and 2 are almost complete and slated for opening in 1981.

Phase 1 construction included:

- o demolition of building 195
- o earthwork
- o utility installation
- o construction of fountain pools
- o tree and grass planting
- o installation of brick and granite walkways
- o installation of drinking fountains, lights, benches and trash receptacles
- o installation of protective fencing on Piers 3 and 4
- o construction of a children's play area
- o construction of outdoor pavilion

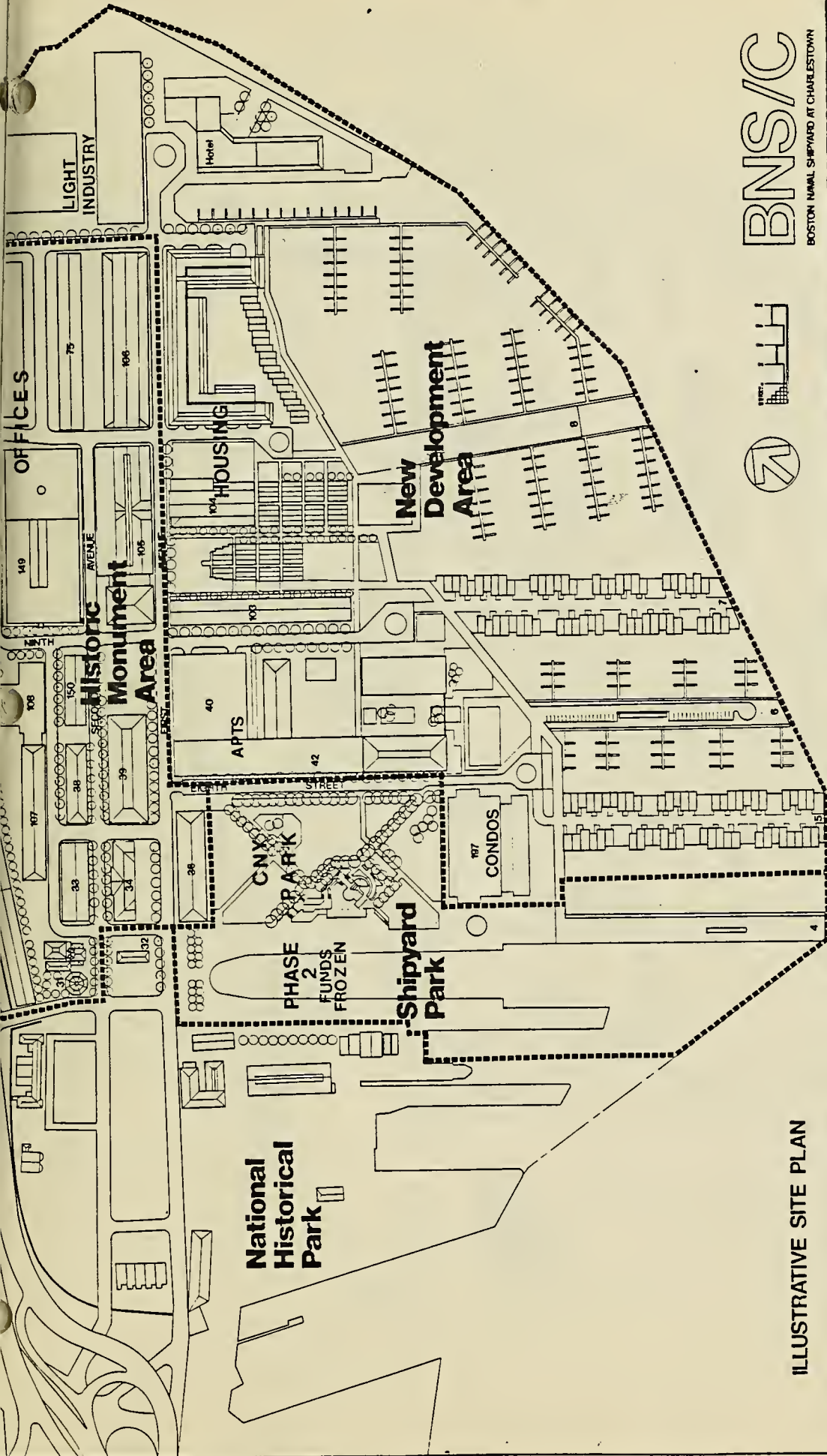
Phase 2 construction includes:

- o renovation of Pier #4
- o construction of a public marina

Phase 3 construction will include:

- o construction of promenade around dry dock
- o construction of pedestrian bridge at the mouth of the dry dock
- o landscaping and lighting around dry dock





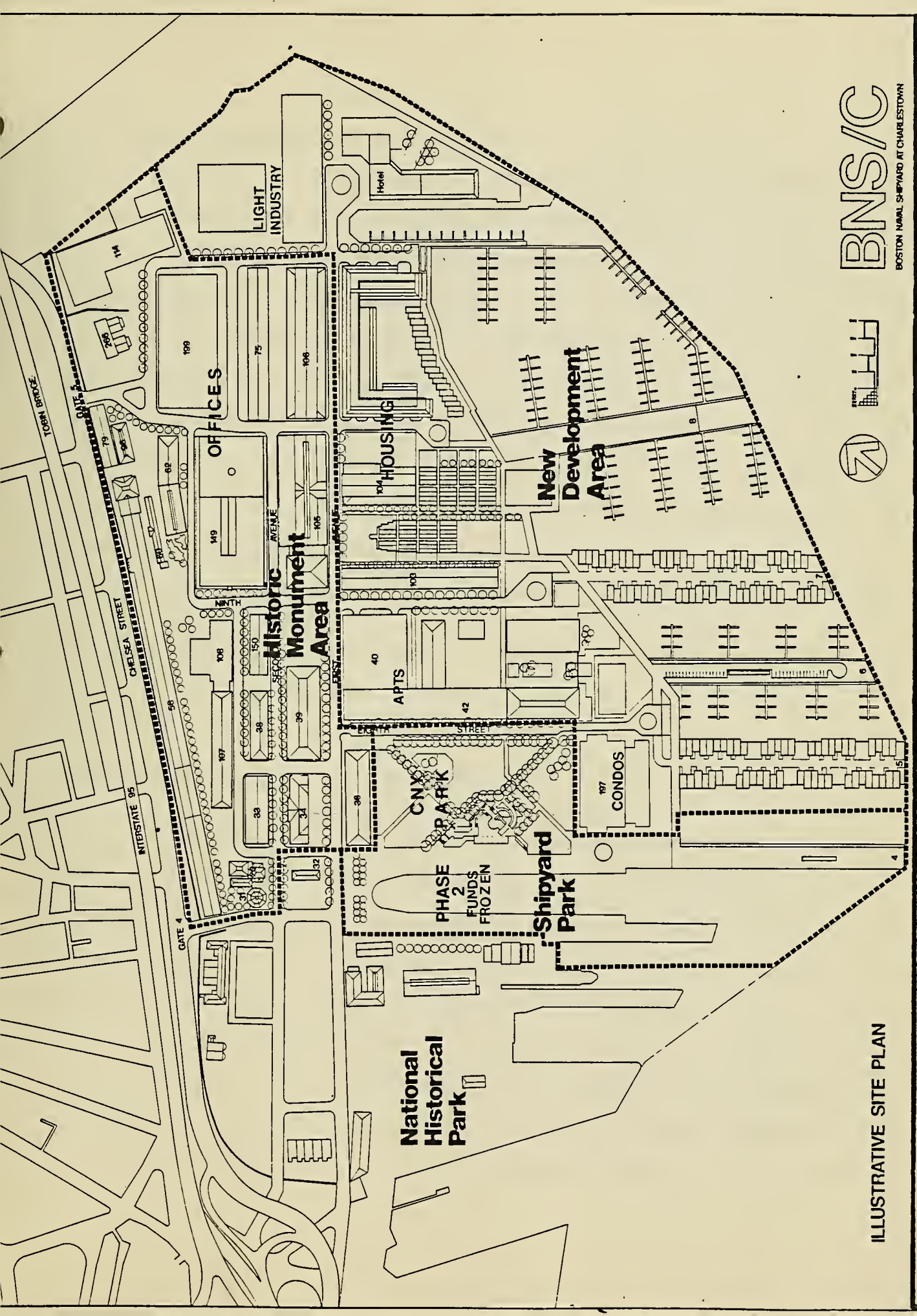
ILLUSTRATIVE SITE PLAN

Figure 7 SITE PLAN

BNS/C  
BOSTON NAVAL SHIPYARD AT CHARLESTOWN







ILLUSTRATIVE SITE PLAN

Figure 7 SITE PLAN





## The Park Concept and Design Layout

The CNY Park will become an integral part of the community of Charlestown. The design of the Park was developed to provide pleasure in the outdoors while providing a variety of recreational opportunities for several different user groups--families, young adults, the elderly, children, and the handicapped. A design goal for the Park was that it would promote knowledge of and interest in the sea, nature, and history while providing relief from a congested urban environment. The major considerations in the park design were scenic views, appreciation of the water and creation of varied recreational opportunities. There are three distinct areas in the Park:

- o a landscaped area surrounded by Buildings 36, 42, and 197 (see plan)
- o Dry Dock 2 (promenade - Phase 3)
- o public marina on Pier 4.

### Landscaped Area (total area 4.27 acres)

Fountain plaza -- Area 22,000 square feet  
12% of total landscaped area

The plaza is a major focal point in the Park and will serve as the predominant gathering and sitting place. The Plaza includes a large fountain and a pavilion. The plaza area has an irregular shape and is formed by a series of platforms and terraces. The fountain cascades from 12 feet above street level to the main plaza level. The pavilion is an historic structure designated by the Boston Historical Society. The structure has been renovated to contain restrooms, a refreshment stand and an area for historic exhibits. The plaza does



not appear to be handicap accessible. (See plan.)

Children's Play Area - Area 10,000 square feet  
5.4% of total landscaped area

The play area was designed for the play needs of children aged 18 months to 12 years. The space is paved and slightly depressed. It contains play equipment (climbing structure) and a spray/wading pool. The play area will accommodate activities such as climbing, digging, wading, sliding, and creative play.

Meadows

o Meadow next to Building 36 - Area 54,912 square feet  
30% of total landscaped area

It is a grassy area surrounded by trees and is designed to be large enough for light active recreation. The meadow's edges are formed by knolls and berms which can be used for sitting and watching. There is a potential for activities such as running, ball catching, frisbee, badminton, picnics and sun bathing.

o Meadow adjacent to the Dry Dock Promenade - Area 39,637 square feet  
21% of total landscaped area

This meadow is a sloping grassy area planted with flowering shrubs. There are scenic and dramatic views of the downtown Boston skyline from this meadow. Activities for this area will include sitting, watching, and sun bathing.

Botanical Garden - Area 35,065 square feet  
19% of total landscaped area

This part of the Park will provide both educational and recreational features for all Park users. Carefully selected native New England plant species typical of a seaside environment will be represented



appropriate botanical name tags. A small space within  
e designed as a Garden for the Blind. There, blind  
k along paths between trees and shrubs. The plant  
be tagged in the Braille alphabet.

ea 24,386 square feet  
.6% of total landscaped area

Park, pedestrian brick walkways will connect the various  
They are designed to be sitting places in themselves.  
tree-lined walkway, edged with benches on both sides,  
through the Park. It will provide a major connection  
k 2 area and the public marina on Pier 6, shipways and  
walk in the New Development Area.

walks are 10 feet wide and connect various parts of  
of them would have benches on one or both sides.  
s will be walking and sitting.

(Phase II)

was used for the repair of ships from 1904 to 1974.  
e most prominent historic and scenic elements of the  
dock will remain flooded and its maritime artifacts,  
platforms, stairs, lighting fixtures, bollards, and  
and cables will be preserved. A 50 foot wide, tree-  
e around the Dry Dock will allow the Park visitors to  
t and enjoy dramatic views of the Boston skyline.  
a bridge at the foot of the Dry Dock.

ng housing the pump equipment used to pump water out  
2 while ships were in repair there. Since the building



and described by appropriate botanical name tags. A small space within the area will be designed as a Garden for the Blind. There, blind persons can walk along paths between trees and shrubs. The plant materials will be tagged in the Braille alphabet.

Walks - Area 24,386 square feet  
12.6% of total landscaped area

Within the Park, pedestrian brick walkways will connect the various activity areas. They are designed to be sitting places in themselves. A 20 foot wide, tree-lined walkway, edged with benches on both sides, cuts diagonally through the Park. It will provide a major connection between Dry Dock 2 area and the public marina on Pier 6, shipways and the waterfront walk in the New Development Area.

The other walks are 10 feet wide and connect various parts of the Park. Some of them would have benches on one or both sides. The primary uses will be walking and sitting.

#### Dry Dock 2 (Phase II)

Dry Dock 2 was used for the repair of ships from 1904 to 1974. It is one of the most prominent historic and scenic elements of the park. The dry dock will remain flooded and its maritime artifacts, such as hanging platforms, stairs, lighting fixtures, bollards, and chains, piping and cables will be preserved. A 50 foot wide, tree-lined promenade around the Dry Dock will allow the Park visitors to stroll around it and enjoy dramatic views of the Boston skyline. There will be a bridge at the foot of the Dry Dock.

#### Pump House

The building housing the pump equipment used to pump water out of the Dry Dock 2 while ships were in repair there. Since the building





has historic significance it will be preserved and restored.

### Marina

A marina for 50 boats will be built adjacent to Pier 4. Although the marina will be operated by a concession, the pier will remain open to the public. An agreement with the concessionaire will include a condition that the operator of the marina charge reasonable fees and make slips available on a first-come, first-serve basis. No members or other joining fees will be permitted.

The marina will address two major problems existing today:

- o residents of Charlestown in the past have been unable to enjoy pleasure boating because of the access and their lack of access to the water.
- o the need for space for transient visitors to the City to tie up their boats for street visits. Private marina operators in Boston admit to a considerable demand for such a service in Boston. Boston is one of the few waterfront cities without a town dock.



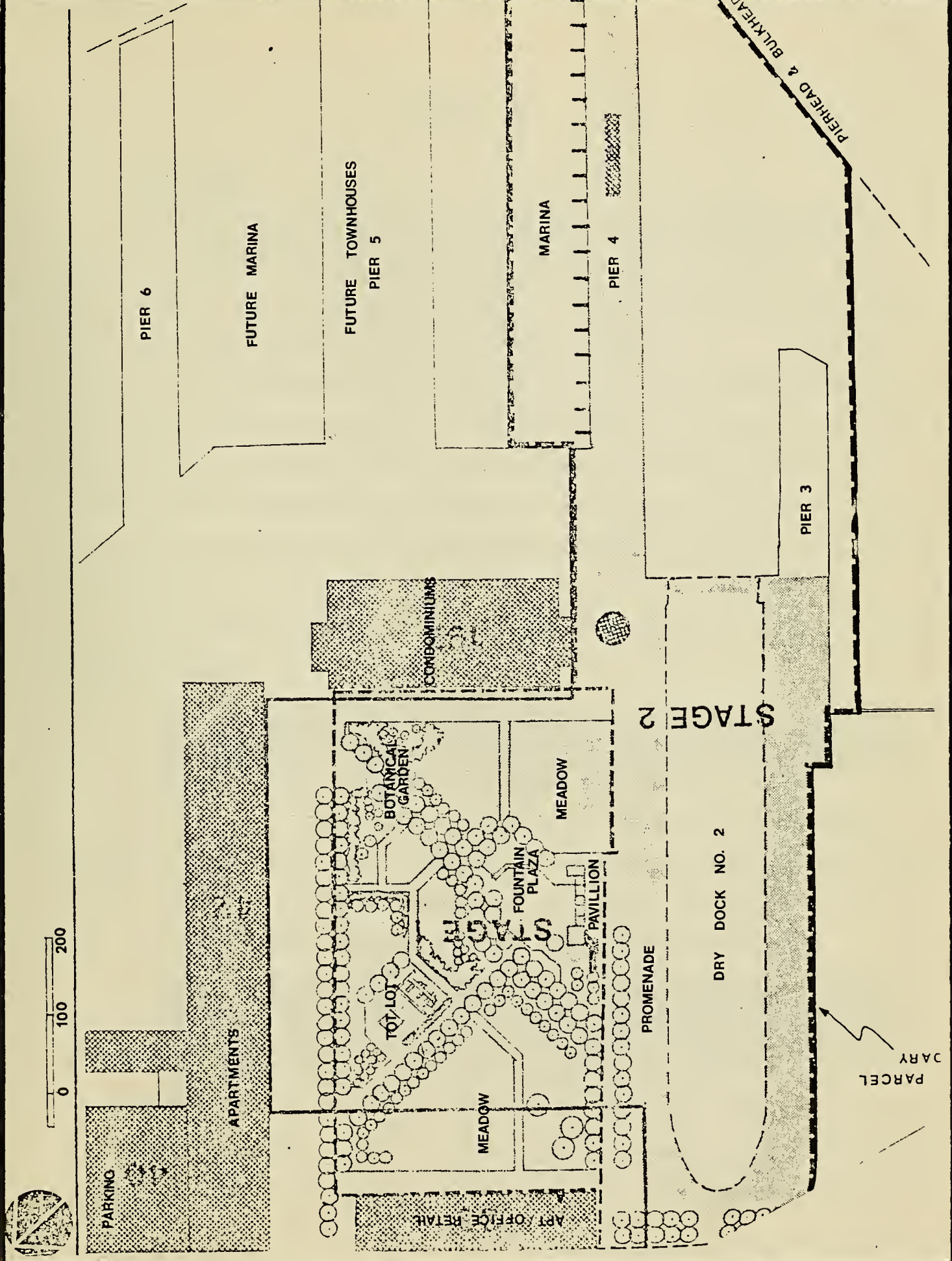


Figure 6 CNY SITE PLAN - PARK



## APPENDIX 8

### User Needs

Besides stimulating private investment in the Shipyard, the Park will provide a much needed open space recreation area on the waterfront in the Charlestown community. The residents of Charlestown have never had public access to the water. The Park will provide public access and will also provide views of Boston Harbor and the downtown Boston skyline. It is believed that the park will promote knowledge and interest in the sea, nature, and history on the part of the existing Charlestown residents, new waterfront residents, and visitors to the CNY area, and the Boston National Historic Park (U.S.S. Constitution).

The proposed Park is in accord with SCORP and meets specific needs defined therein.

- o "The statewide imbalance between the supply and demand for recreation facilities must be readdressed by site acquisition and development and by special programs designed to meet urban demand." (Section VII-I Policies - SCORP.)

The Park will provide residents of the Charlestown community with a variety of passive and active recreational facilities. It will offer the residents access to the waterfront, which in the past the Charlestown community has not been able to enjoy.

- o "State agencies must aggressively develop programs to address special needs of users whose demand for recreation and open space has long been unmet. Special efforts in transportation access, in user group aggregation and promotion should receive high priority." (Section VII-4 Policies - SCORP.)

The CNY Park will provide Charlestown residents with access to the water and use of piers for pleasure boating within walking distance from their homes. The park will be served by public transportation,



thus enabling other city residents who do not have automobiles to use the recreational facilities on the site.

- o The state should increase its emphasis on the development of programs and facilities for environmental education and interpretation of historic sites.

The maritime character of the park, the creation of scenic views and the access to the water for pleasure boating should help foster an appreciation of the historic significance of the Shipyard and the coastal waters.

The Park meets several of the criteria for high priority projects as stated in SCORP (Section VIII-3 - ACTION).

- o respond to recreation demand in high density deficiency areas.
- o preserve areas of cultural and national significance.

The public access to the water is a valuable resource. It must not be made available for further urbanization.

- o increase public awareness and understanding of environmental issues.
- o increase access to open beaches and inland shorelines.

The water in the harbor is not safe for swimming, but it is safe for pleasure boating. The CNY Park will insure public access to the water for boating.

- o Maximize impact of public and private investments.

The successful redevelopment of the Navy Yard should involve over 85 million dollars in new capital investment. This should result in a significant expansion of the City's tax base, since in the past the Shipyard was tax exempt because it was on federal property.

The Shipyard Park will meet several needs outlined in the Metropolitan Area Planning Council's 1976 Regional Open Space Plan for Boston.





They are as follows:

- o Urban open space and recreation areas should be accessible by foot, bicycle, and public transportation (page 99)
- o Open space should be used in a manner that highlights the character of urban areas, and provides the opportunity to experience the city in a different light (page 99)

The park provides an unprecedented view of both Boston Harbor and the downtown skyline (page 99).

- o Highest priority for capital expenditures should accrue to neighborhoods with high density and low income, and to neighborhoods most deficient in the amount of open space per 1000 residents (page 99)
- o Where possible, the development of a historic district should be coordinated with the development of a local or sub-regional open space facility (page 102)

The park has been designed to provide passive and active recreational facilities on a landscaped setting for children, young adults, the elderly, and the handicapped. There will be sitting areas, waterfront promenades, fountains, picnic groves, a marina, a children's play area, and green space/meadows for softball and kite flying.



## APPENDIX 9

### TITLE I—LAND AND WATER CONSERVATION PROVISIONS

#### SHORT TITLE AND STATEMENT OF PURPOSES

SECTION 1. (a) Citation; Effective Date.—This Act may be cited as the "Land and Water Conservation Fund Act of 1965" and shall become effective on January 1, 1965.

(b) Purposes.—The purposes of this Act are to assist in preserving, developing, and assuring accessibility to all citizens of the United States of America of present and future generations and visitors who are lawfully present within the boundaries of the United States of America such quality and quantity of outdoor recreation resources as may be available and are necessary and desirable for individual active participation in such recreation and to strengthen the health and vitality of the citizens of the United States by (1) providing funds for and authorizing Federal assistance to the States in planning, acquisition, and development of needed land and water areas and facilities and (2) providing funds for the Federal acquisition and development of certain lands and other areas.

#### CERTAIN REVENUES PLACED IN SEPARATE FUND

SEC. 2. Separate Fund.—During the period ending June 30, 1989, and during such additional period as may be required to repay any advances made pursuant to section 4(b) of this Act, there shall be covered into the land and water conservation fund in the Treasury of the United States, which fund is hereby established and is hereinafter referred to as the "fund", the following revenues and collections:

(a) Entrance and User Fees; Establishment; Regulations.—All proceeds from entrance, admission, and other recreation user fees or charges collected or received by the National Park Service, the Bureau of Land Management, the Bureau of Sport Fisheries and Wildlife, the Bureau of Reclamation, the Forest Service, the Corps of Engineers, the Tennessee Valley Authority, and the United States section of the International Boundary and Water Commission (United States and Mexico), notwithstanding any provision of law that such proceeds shall be credited to miscellaneous receipts of the Treasury: *Provided*, That nothing in this Act shall affect any rights or authority of the States with respect to fish and wildlife, nor shall this Act repeal any provision of law that permits States or political subdivisions to share in the revenues from Federal lands or any provision of law that provides that any fees or charges collected at particular Federal areas shall be used for or credited to specific purposes or special funds as authorized by that provision of law; but the proceeds from fees or charges established by the President pursuant to this subsection for entrance or admission generally to Federal areas shall be used solely for the purposes of this Act.

The President is authorized, to the extent and within the limits hereinafter set forth, to designate or provide for the designation of land or water areas administered by or under the authority of the Federal agencies listed in the preceding paragraph at which entrance, admission, and other forms of recreation user fees shall be charged and to establish and revise or provide for the establishment and revision of such fees as follows:

(i) An annual fee of not more than \$7 payable by a person entering an area so designated by private noncommercial automobile which, if paid, shall excuse the person paying the same and anyone who accompanies him in such automobile from payment of any other fee for admission to that area and other areas



administered by or under the authority of such agencies, except areas which are designated by the President as not being within the coverage of the fee, during the year for which the fee has been paid.

(ii) Fees for a single visit or a series of visits during a specified period of less than a year to an area so designated payable by persons who choose not to pay an annual fee under clause (i) of this paragraph or who enter such an area by means other than private noncommercial automobile.

(iii) Fees payable for admission to areas not within the coverage of a fee paid under clause (i) of this paragraph.

(iv) Fees for the use within an area of sites, facilities, equipment, or services provided by the United States.

Entrance and admission fees may be charged at areas administered primarily for scenic, scientific, historical, cultural, or recreational purposes. No entrance or admission fee shall be charged except at such areas or portions thereof administered by a Federal agency where recreation facilities or services are provided at Federal expense. No fee of any kind shall be charged by a Federal agency under any provision of this Act for use of any waters. All fees established pursuant to this subsection shall be fair and equitable, taking into consideration direct and indirect cost to the Government, benefits to the recipient, public policy or interest served, and other pertinent factors. Nothing contained in this paragraph shall authorize Federal hunting or fishing licenses or fees or charges for commercial or other activities not related to recreation. No such fee shall be charged for travel by private noncommercial vehicle over any national parkway or any road or highway established as a part of the national Federal-aid system, as defined in section 101, title 23, United States Code, or any road within the National Forest system or a public land area which, though it is part of a larger area, is commonly used by the public as a means of travel between two places either or both of which are outside the area. No such fee shall be charged any person for travel by private noncommercial vehicle over any road or highway to any land in which such person has any property right if such land is within any such designated area.

No fees established under clause (ii) or clause (iii) of the second paragraph of this subsection shall become effective with respect to any area which embraces lands more than half of which have heretofore been acquired by contribution from the government of the State in which the area is located until sixty days after the officer of the United States who is charged with responsibility for establishing such fees has advised the Governor of this affected State, or an agency of the State designated by the Governor for this purpose, of his intention so to do, and said officer shall, before finally establishing such fees, give consideration to any recommendation that the Governor or his designee may make with respect thereto within said sixty days and to all obligations, legal or otherwise, that the United States may owe to the State concerned and to its citizens with respect to the area in question. In the Smoky Mountains National Park, unless fees are charged for entrance into said park on main highways and thoroughfares, fees shall not be charged for entrance on other routes into said park or any part thereof.

There is hereby repealed the third paragraph from the end of the division entitled "National Park Service" of section 1 of the Act of March 7, 1928 (45 Stat. 238) and the second paragraph from the end of the division entitled "National Park Service" of section 1 of the Act of March 4, 1929 (45 Stat. 1602; 16 U.S.C. 14). Section 4 of the Act entitled "An Act authorizing the construction of certain public works on rivers and harbors for flood control, and for other purposes", approved December 24, 1944 (16 U.S.C. 460d), as amended by the Flood Control Act of 1962 (76 Stat. 1195) is further amended by deleting ", without charge," in the third sentence from the end thereof. All other provisions of law that prohibit the collection of entrance, admission, or other recreation user fees or charges authorized by this Act or that restrict the expenditure of



funds if such fees or charges are collected are hereby also repealed: *Provided*, That no provision of any law or treaty which extends to any person or class of persons a right of free access to the shoreline of any reservoir or other body of water, or to hunting and fishing along or on such shoreline, shall be affected by this repealer.

The heads of departments and agencies are authorized to prescribe rules and regulations for the collection of any entrance, admission, and other recreation user fees or charges established pursuant to this subsection for areas under their administration: *Provided further*, That no free passes shall be issued to any Member of Congress or other government official. Clear notice that a fee or charge has been established shall be posted at each area to which it is applicable. Any violation of any rules or regulations promulgated under this title at an area so posted shall be punishable by a fine of not more than \$100. Any person charged with the violation of such rules and regulations may be tried and sentenced by any United States commissioner specially designated for that purpose by the court by which he was appointed, in the same manner and subject to the same conditions as provided for in title 18, United States Code, section 3401, subsections (b), (c), (d), and (e), as amended.

(b) Surplus Property Sales.—All proceeds (except so much thereof as may be otherwise obligated, credited, or paid under authority of those provisions of law set forth in section 485(b)–(e), title 40, United States Code, or the Independent Offices Appropriation Act, 1963 (76 Stat. 725) or in any later appropriation Act) hereafter received from any disposal of surplus real property and related personal property under the Federal Property and Administrative Services Act of 1949, as amended, notwithstanding any provision of law that such proceeds shall be credited to miscellaneous receipts of the Treasury. Nothing in this Act shall affect existing laws or regulations concerning disposal of real or personal surplus property to schools, hospitals, and States and their political subdivisions.

(c) Motorboat Fuels Tax.—The amounts provided for in section 201 of this Act.

SEC. 3. Appropriations.—Moneys covered into the fund shall be available for expenditure for the purposes of this Act only when appropriated therefor. Such appropriations may be made without fiscal-year limitation. Moneys covered into this fund not subsequently authorized by the Congress for expenditures within two fiscal years following the fiscal year in which such moneys had been credited to the fund, shall be transferred to miscellaneous receipts of the Treasury.

ALLOCATION OF LAND AND WATER CONSERVATION FUND FOR STATE AND FEDERAL PURPOSES: AUTHORIZATION FOR ADVANCE APPROPRIATIONS

SEC. 4. (a) Allocation.—There shall be submitted with the annual budget of the United States a comprehensive statement of estimated requirements during the ensuing fiscal year for appropriations from the fund. In the absence of a provision to the contrary in the Act making an appropriation from the fund, (i) the appropriation therein made shall be available in the ratio of 60 per centum for State purposes and 40 per centum for Federal purposes, but (ii) the President may, during the first five years in which appropriations are made from the fund, vary said percentages by not more than 15 points either way to meet, as nearly as may be, the current relative needs of the States and the Federal Government.

(b) Advance Appropriations; Repayment.—Beginning with the third full fiscal year in which the fund is in operation, and for a total of eight years, advance appropriations are hereby authorized to be made to the fund from any moneys in the Treasury not otherwise appropriated in such amounts as to average not more than \$60,000,000 for each fiscal year. Such advance appropriations shall be available for Federal and State purposes in the same manner and proportions





funds if such fees or charges are collected are hereby also repealed: *Provided*, That no provision of any law or treaty which extends to any person or class of persons a right of free access to the shoreline of any reservoir or other body of water, or to hunting and fishing along or on such shoreline, shall be affected by this repealer.

The heads of departments and agencies are authorized to prescribe rules and regulations for the collection of any entrance, admission, and other recreation user fees or charges established pursuant to this subsection for areas under their administration: *Provided further*, That no free passes shall be issued to any Member of Congress or other government official. Clear notice that a fee or charge has been established shall be posted at each area to which it is applicable. Any violation of any rules or regulations promulgated under this title at an area so posted shall be punishable by a fine of not more than \$100. Any person charged with the violation of such rules and regulations may be tried and sentenced by any United States commissioner specially designated for that purpose by the court by which he was appointed, in the same manner and subject to the same conditions as provided for in title 18, United States Code, section 3401, subsections (b), (c), (d), and (e), as amended.

(b) Surplus Property Sales.—All proceeds (except so much thereof as may be otherwise obligated, credited, or paid under authority of those provisions of law set forth in section 485(b)–(e), title 40, United States Code, or the Independent Offices Appropriation Act, 1963 (76 Stat. 725) or in any later appropriation Act) hereafter received from any disposal of surplus real property and related personal property under the Federal Property and Administrative Services Act of 1949, as amended, notwithstanding any provision of law that such proceeds shall be credited to miscellaneous receipts of the Treasury. Nothing in this Act shall affect existing laws or regulations concerning disposal of real or personal surplus property to schools, hospitals, and States and their political subdivisions.

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ALLOCATION OF LAND AND WATER CONSERVATION FUND FOR STATE AND FEDERAL PURPOSES: AUTHORIZATION FOR ADVANCE APPROPRIATIONS

SEC. 4. (a) Allocation.—There shall be submitted with the annual budget of the United States a comprehensive statement of estimated requirements during the ensuing fiscal year for appropriations from the fund. In the absence of a provision to the contrary in the Act making an appropriation from the fund, (i) the appropriation therein made shall be available in the ratio of 60 per centum for State purposes and 40 per centum for Federal purposes, but (ii) the President may, during the first five years in which appropriations are made from the fund, vary said percentages by not more than 15 points either way to meet, as nearly as may be, the current relative needs of the States and the Federal Government.

(b) Advance Appropriations; Repayment.—Beginning with the third full fiscal year in which the fund is in operation, and for a total of eight years, advance appropriations are hereby authorized to be made to the fund from any moneys in the Treasury not otherwise appropriated in such amounts as to average not more than \$60,000,000 for each fiscal year. Such advance appropriations shall be available for Federal and State purposes in the same manner and proportions



as other moneys appropriated from the fund. Such advance appropriations shall be repaid without interest, beginning at the end of the next fiscal year after the first ten full fiscal years in which the fund has been in operation, by transferring, annually until fully repaid, to the general fund of the Treasury 50 per centum of the revenues received by the land and water conservation fund each year under section 2 of this Act prior to July 1, 1989, and 100 per centum of any revenues thereafter received by the fund. Revenues received from the sources specified in section 2 of this Act after July 1, 1989, or after payment has been completed as provided by this subsection, whichever occurs later, shall be credited to miscellaneous receipts of the Treasury. The moneys in the fund that are not required for repayment purposes may continue to be appropriated and allocated in accordance with the procedures prescribed by this Act.

#### FINANCIAL ASSISTANCE TO STATES

SEC. 5. General Authority; Purposes.—(a) The Secretary of the Interior (hereinafter referred to as the “Secretary”) is authorized to provide financial assistance to the States from moneys available for State purposes. Payments may be made to the States by the Secretary as hereafter provided, subject to such terms and conditions as he considers appropriate and in the public interest to carry out the purposes of this Act, for outdoor recreation: (1) planning, (2) acquisition of land, waters, or interests in land or waters, or (3) development.

(b) Apportionment Among States; Notification.—Sums appropriated and available for State purposes for each fiscal year shall be apportioned among the several States by the Secretary, whose determination shall be final, in accordance with the following formula:

(1) two-fifths shall be apportioned equally among the several States; and

(2) three-fifths shall be apportioned on the basis of need to individual States by the Secretary in such amounts as in his judgment will best accomplish the purposes of this Act. The determination of need shall include among other things a consideration of the proportion which the population of each State bears to the total population of the United States and of the use of outdoor recreation resources of individual States by persons from outside the State as well as a consideration of the Federal resources and programs in the particular States.

The total allocation to an individual State under paragraphs (1) and (2) of this subsection shall not exceed 7 per centum of the total amount allocated to the several States in any one year.

The Secretary shall notify each State of its apportionments; and the amounts thereof shall be available thereafter for payment to such State for planning, acquisition, or development projects as hereafter prescribed. Any amount of any apportionment that has not been paid or obligated by the Secretary during the fiscal year in which such notification is given and for two fiscal years thereafter shall be reapportioned by the Secretary in accordance with paragraph (2) of this subsection.

The District of Columbia, Puerto Rico, the Virgin Islands, Guam, and American Samoa shall be treated as States for the purposes of this title, except for the purpose of paragraph (1) of this subsection. Their population also shall be included as a part of the total population in computing the apportionment under paragraph (2) of this subsection.

(c) Matching Requirements.—Payments to any State shall cover not more than 50 per centum of the cost of planning, acquisition, or development projects that are undertaken by the State. The remaining share of the cost shall be borne by the State in a manner and with such funds or services as shall be satisfactory to the Secretary. No payment may be made to any State for or on account of any cost or obligation incurred or any service rendered prior to the date of approval of this Act.



(d) Comprehensive State Plan Required; Planning Projects.— A comprehensive statewide outdoor recreation plan shall be required prior to the consideration by the Secretary of financial assistance for acquisition or development projects. The plan shall be adequate if, in the judgment of the Secretary, it encompasses and will promote the purposes of this Act. The plan shall contain—

(1) the name of the State agency that will have authority to represent and act for the State in dealing with the Secretary for purposes of this Act;

(2) an evaluation of the demand for and supply of outdoor recreation resources and facilities in the State;

(3) a program for the implementation of the plan; and

(4) other necessary information, as may be determined by the Secretary.

The plan shall take into account relevant Federal resources and programs and shall be correlated so far as practicable with other State, regional, and local plans. Where there exists or is in preparation for any particular State a comprehensive plan financed in part with funds supplied by the Housing and Home Finance Agency, any statewide outdoor recreation plan prepared for purposes of this Act shall be based upon the same population, growth, and other pertinent factors as are used in formulating the Housing and Home Finance Agency financed plans.

The Secretary may provide financial assistance to any State for projects for the preparation of a comprehensive statewide outdoor recreation plan when such plan is not otherwise available or for the maintenance of such plan.

(e) Projects for Land and Water Acquisition; Development.— In addition to assistance for planning projects, the Secretary may provide financial assistance to any State for the following types of projects or combinations thereof if they are in accordance with the State comprehensive plan:

(1) Acquisition of Land and Waters.— For the acquisition of land, waters, or interests in land or waters (other than land, waters, or interests inland or waters acquired from the United States for less than fair market value), but not including incidental costs relating to acquisition.

(2) Development.— For development, including but not limited to site planning and the development of Federal lands under lease to States for terms of twenty-five years or more.

(f) Requirements for Project Approval; Condition.— Payments may be made to States by the Secretary only for those planning, acquisition, or development projects that are approved by him. No payment may be made by the Secretary for or on account of any project with respect to which financial assistance has been given or promised under any other Federal program or activity, and no financial assistance may be given under any other Federal program or activity for or on account of any project with respect to which such assistance has been given or promised under this Act. The Secretary may make payments from time to time in keeping with the rate of progress toward the satisfactory completion of individual projects: Provided, That the approval of all projects and all payments, or any commitments relating thereto, shall be withheld until the Secretary receives appropriate written assurance from the State that the State has the ability and intention to finance its share of the cost of the particular project, and to operate and maintain by acceptable standards, at State expense, the particular properties or facilities acquired or developed for public outdoor recreation use.

Payments for all projects shall be made by the Secretary to the Governor of the State or to a State official or agency designated by the Governor or by State law having authority and responsibility to accept and to administer funds paid hereunder for approved projects. If consistent with an approved project, funds may be transferred by the State to a political subdivision or other appropriate public agency.

No property acquired or developed with assistance under this section shall, without the approval of the Secretary, be converted to other than public outdoor recreation uses. The Secretary shall approve such conversion only if he finds it



to be in accord with the then existing comprehensive statewide outdoor recreation plan and only upon such conditions as he deems necessary to assure the substitution of other recreation properties of at least equal fair market value and of reasonably equivalent usefulness and location.

No payment shall be made to any State until the State has agreed to (1) provide such reports to the Secretary, in such form and containing such information, as may be reasonably necessary to enable the Secretary to perform his duties under this Act, and (2) provide such fiscal control and fund accounting procedures as may be necessary to assure proper disbursement and accounting for Federal funds paid to the State under this Act.

Each recipient of assistance under this Act shall keep such records as the Secretary of the Interior shall prescribe, including records which fully disclose the amount and the disposition by such recipient of the proceeds of such assistance, the total cost of the project or undertaking in connection with which such assistance is given or used, and the amount and nature of that portion of the cost of the project or undertaking supplied by other sources, and such other records as will facilitate an effective audit.

The Secretary of the Interior, and the Comptroller General of the United States, or any of their duly authorized representatives, shall have access for the purpose of audit and examination to any books, documents, papers, and records of the recipient that are pertinent to assistance received under this Act.

(g) Coordination With Federal Agencies.—In order to assure consistency in policies and actions under this Act, with other related Federal programs and activities (including those conducted pursuant to title VII of the Housing Act of 1961 and section 701 of the Housing Act of 1954) and to assure coordination of the planning, acquisition, and development assistance to States under this section with other related Federal programs and activities, the President may issue such regulations with respect thereto as he deems desirable and such assistance may be provided only in accordance with such regulations.

#### ALLOCATION OF MONEYS FOR FEDERAL PURPOSES

SEC 6. (a) Moneys appropriated from the fund for Federal purposes shall, unless otherwise allotted in the appropriation Act making them available, be allotted by the President to the following purposes and subpurposes in substantially the same proportion as the number of visitor-days in areas and projects hereinafter described for which admission fees are charged under section 2 of this Act:

(1) For the acquisition of land, waters, or interests in land or waters as follows:

National Park System; Recreation Areas.—Within the exterior boundaries of areas of the national park system now or hereafter authorized or established and of areas now or hereafter authorized to be administered by the Secretary of the Interior for outdoor recreation purposes.

National Forest System.—Inholdings within (a) wilderness areas of the National Forest System, and (b) other areas of national forests as the boundaries of those forests exist on the effective date of this Act which other areas are primarily of value for outdoor recreation purposes: *Provided*, That lands outside of but adjacent to an existing national forest boundary, not to exceed five hundred acres in the case of any one forest, which would comprise an integral part of a forest recreational management area may also be acquired with moneys appropriated from this fund: *Provided further*, That not more than 15 per centum of the acreage added to the National Forest System pursuant to this section shall be west of the 100th meridian.

Threatened Species.—For any national area which may be authorized for the preservation of species of fish or wildlife that are threatened with extinction.

Recreation at Refuges.—For the incidental recreation purposes of section 2 of the Act of September 28, 1962 (76 Stat. 653; 16 U.S.C. 460 k-1); and





(2) For payment into miscellaneous receipts of the Treasury as a partial offset for those capital costs, if any, of Federal water development projects hereafter authorized to be constructed by or pursuant to an Act of Congress which are allocated to public recreation and the enhancement of fish and wildlife values and financed through appropriations to water resources agencies.

(b) Acquisition Restriction.—Appropriations from the fund pursuant to this section shall not be used for acquisition unless such acquisition is otherwise authorized by law.

FUNDS NOT TO BE USED FOR PUBLICITY

SEC. 7. Moneys derived from the sources listed in section 2 of this Act shall not be available for publicity purposes.









